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ABSTRACT

This document is a transcript of hearings on the reauthorization of the Vocational Education Act of 1963. The specific focus of the hearings was vocational guidance and counseling, as specified in H.R. 4974, the Vocational Guidance Act of 1981. Testimony was given by Jeffrey Drake, coordinator of career development in Flint, Michigan; Norman C. Gysbers, representative of the American Vocational Association; Nancy Pinson, representative of the American Personnel and Guidance Association; James Stevens, West York Area High School, York, Pennsylvania; and Robert W. Stump, educational consultant in Arlington, Virginia. All testified about the efficacy of vocational guidance and the need to implement the provisions of H.R. 4974. The bill proposes first, to clearly identify and define the vocational guidance component of vocational education; second, to insert a consideration of vocational guidance at appropriate places throughout the Vocational Education Act when reauthorized; and third, to increase the set-aside of federally supplied state monies from 4 to 6 percent to be used for vocational guidance. These guidance personnel also spoke about the need for guidance on the pre-adolescent level rather than only on the senior high school level, and for the need to simplify reporting procedures so that better accountability can be achieved. Cited were successful vocational guidance programs as well as the problems vocational guidance personnel have due to lack of time and financial support. (KC)

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HEARINGS ON REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT OF 1963

Part 7: Vocational Guidance and Counseling and H.R. 4974, Vocational Guidance Act of 1981

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

FIRST SESSION

ON

H.R. 66

TO EXTEND THE AUTHORIZATION OF APPROPRIATIONS UNDER THE VOCATIONAL EDUCATIONAL ACT OF 1963

HEARING HELD IN WASHINGTON, D.C., ON NOVEMBER 19, 1981

Printed for the use of the Committee on Education and Labor

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HEARINGS ON REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT OF 1963

Part 7: Vocational Guidance and Counseling and H.R. 4974, Vocational Guidance Act of 1981

THURSDAY, NOVEMBER 19, 1981

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, at 9:40 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Kildee, Ratchford, Goodling, Erdahl, and Petri.

Staff present: John F. Jennings, counsel, and Nancy L. Kober, legislative specialist.

Chairman PERKINS. The Subcommittee on Elementary, Secondary, and Vocational Education is continuing hearings today on the reauthorization of the Vocational Education Act. This morning we will be focusing on vocational guidance.

Part A, subpart 3 of the Vocational Education Act, which authorizes funds for program improvement and support services, requires each State to spend at least 20 percent of its subpart 3 allocation for vocational guidance. Subpart 2 funds under the act can also be used for certain types of guidance and counseling programs.

Our colleagues on the committee, Congressman Kildee and Congressman Goodling, last week introduced a vocational guidance bill, H.R. 4974. This legislation would amend the Vocational Education Act to give more emphasis to guidance and counseling activities.

I would like to commend these members for their leadership in this area. Bill, I know there could be some controversy over this proposal. There always has been in the past. And when we first wrote the provision into the law, we had considerable controversy on percentages. Ever since, we have had a vocational guidance program of some kind. We would be delighted to hear from you all. We want to do the very best job we can on this subject matter.

[Text of H.R. 4974 follows:]

97TH CONGRESS
1ST SESSION

H. R. 4974

To amend the Vocational Education Act of 1963 to provide comprehensive vocational guidance services and programs for States and local educational agencies.

IN THE HOUSE OF REPRESENTATIVES

NOVEMBER 13, 1981

Mr. GILDEE (for himself and Mr. GOODLING) introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To amend the Vocational Education Act of 1963 to provide comprehensive vocational guidance services and programs for States and local educational agencies.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Vocational Guidance Act of 1981".

FINDINGS AND PURPOSE

SEC. 2. (a) The Congress finds that—

(1) when prevocational guidance and exploration programs are offered to middle school and junior high school youth, the result has been a qualitative as well as a numerical increase in vocational program enrollments at the secondary and postsecondary levels;

(2) when continued access to guidance and counseling services by those female students, minority students, handicapped students, and academically and economically disadvantaged students enrolled in vocational programs is assured, a higher rate of program approval and completion has been reported;

(3) when vocational programs have included counseling for employability development, human relations, work skill transferability, and job-seeking, job-finding, and job-keeping skills, the number of satisfactory graduate placements is significantly greater than the number of such placements recorded by programs without such counseling;

(4) when vocational programs have consistently provided comprehensive guidance services preceding, during, and following their tenure, the job market advantage of graduates has extended beyond the four years presently associated with those who terminate their formal education at the high school level;

(5) when guidance and counseling practitioners have had firsthand experience in business and industry, their effectiveness in providing career counseling, placement, and followup services has been greatly increased;

(6) in spite of the factors described in paragraphs (1) through (5), the potential contribution of guidance and counseling to effective vocational program delivery at the State level has yet to be fully realized in practice; and

(7) postsecondary educational institutions should be encouraged to consider establishing policies under which postgraduate credit is granted to students who are involved in programs which provide new or renewal experiences in business, industry, the professions, and other occupational pursuits which will better enable the students to carry out guidance, counseling, and instructional services.

(b) It is the purpose of this Act to increase the benefits to those enrolled in vocational education programs by amending the Vocational Education Act of 1963 to (1) specify comprehensive guidance components in all portions of such Act over which the States have jurisdiction; (2) designate such components as vocational guidance; and (3) authorize a minimum percentage of funds to be set aside for such purposes.

PURPOSES OF VOCATIONAL EDUCATION PROGRAM

SEC. 3. Section 101 of the Vocational Education Act of 1963 (20 U.S.C. 2301) is amended—

(1) in paragraph (3) thereof, by striking out "and" at the end thereof; and

(2) by redesignating paragraph (4) as paragraph (5), and by inserting after paragraph (3) the following new paragraph:

"(4) provide comprehensive vocational guidance programs and services (including job development and placement services) to increase the capacity of youth and adults to benefit from vocational education, and".

FUNDING FOR VOCATIONAL GUIDANCE ACTIVITIES

SEC. 4. Section 102 of the Vocational Education Act of 1963 (20 U.S.C. 2302) is amended by adding at the end thereof the following new subsection:

"(e) Of the total amounts appropriated for State programs of vocational education in this section, at least 6 percentum of the funds allocated shall be reserved to carry out (1) vocational guidance activities described in section 120(b)(1) and in section 125; and (2) other vocational guidance requirements specified in other provisions of this Act.".

ALLOTMENTS AMONG STATES

SEC. 5. Section 103(a)(2) of the Vocational Education Act of 1963 (20 U.S.C. 2303(a)(2)) is amended—

(1) in subparagraph (A) thereof, by striking out "50 per centum" and inserting in lieu thereof "42 per centum" and by striking out "fifteen to nineteen" and inserting in lieu thereof "eleven to seventeen";

(2) in subparagraph (B) thereof, by striking out "20 per centum" and inserting in lieu thereof "28 per centum" and by striking out "twenty to twenty-four" and inserting in lieu thereof "eighteen to thirty-four"; and

(3) in subparagraph (C) thereof, by striking out "twenty-five to sixty-five, inclusive" and inserting in lieu thereof "thirty-five or older".

STATE AND LOCAL ADVISORY COUNCILS

SEC. 6. (a) Section 105(d)(4)(A) of the Vocational Education Act of 1963 (20 U.S.C. 2305(d)(4)(A)) is amended by inserting "vocational guidance," after "vocational rehabilitation,".

(b) The last sentence of section 105(g)(1) of the Vocational Education Act of 1963 (20 U.S.C. 2305(g)(1)) is amended by inserting "vocational instruction and guidance" after "established for".

GENERAL APPLICATION

SEC. 7. Section 106(a)(8) of the Vocational Education Act of 1963 (20 U.S.C. 2306(a)(8)) is amended—

(1) by inserting "vocational guidance programs under section 125," after "except"; and

(2) by striking out "in making" and all that follows through the end thereof and inserting in lieu thereof "planned prevocational experiences designed to enable them to make informed and meaningful occupational preparation choices;".

FIVE-YEAR STATE PLANS

SEC. 8. (a) Section 107(a)(1) of the Vocational Education Act of 1963 (20 U.S.C. 2307(a)(1)) is amended—

(1) by redesignating subparagraph (B) through subparagraph (J) as subparagraph (C) through subparagraph (K), respectively;

(2) by inserting after subparagraph (A) the following new subparagraph:

"(B) a representative of the State agency (if such separate agency exists) having primary responsibility for school guidance and counseling programs, designated by such agency;";

(3) in subparagraph (J) thereof, as so redesignated in paragraph (1), by striking out "and" at the end thereof;

(4) in subparagraph (K) thereof, as so redesignated in paragraph (1), by striking out the period at the end thereof and inserting in lieu thereof "; and"; and

(5) by inserting after subparagraph (K) thereof, as so redesignated in paragraph (1), the following new subparagraph:

"(L) a representative of practicing secondary school counselors, as determined by State law.".

(b) Section 107(b)(2)(A)(iii) of the Vocational Education Act of 1963 (20 U.S.C. 2307(b)(2)(A)(iii)) is amended by striking out "allocations" and all that follows through "opportunities" and inserting in lieu thereof "assignment of responsibility for the offering of those courses, training opportunities, and guidance services,".

(c) Section 107(b)(2)(A)(iv) of the Vocational Education Act of 1963 (20 U.S.C. 2307(b)(2)(A)(iv)) is amended by inserting "guidance services," after "opportunities,".

(d) Section 107(b)(4)(B) of the Vocational Education Act of 1963 (20 U.S.C. 2307(b)(4)(B)) is amended by inserting "guidance and training" after "meet the".

FEDERAL AND STATE EVALUATIONS

SEC. 9. Section 112(b)(1)(B) of the Vocational Education Act of 1963 (20 U.S.C. 2312(b)(1)(B)) is amended—

(1) in clause (i) thereof, by striking out "and" at the end thereof;

(2) in clause (ii) thereof, by inserting "current" after "their" and by adding "and" at the end thereof; and

(3) by inserting after clause (ii) the following new clause:

"(iii) exhibit desirable skills related to employability, as determined jointly by employees, educators, and employers.".

BASIC GRANT AUTHORIZATION

SEC. 10. Section 120(b)(1) of the Vocational Education Act of 1963 (20 U.S.C. 2330(b)(1)) is amended—

(1) in subparagraph (H) thereof, by inserting ", support, and followup" after "placement";

(2) in subparagraph (I) thereof, by inserting "and other prevocational" after "arts";

(3) in subparagraph (L) thereof—

(A) by striking out "and" at the end of clause (iii);

(B) by inserting "and" at the end of clause (iv); and

(C) by inserting after clause (iv) the following new clause:

"(v) persons seeking skills enabling mid-career changes, such as early retirees;";

(4) by redesignating subparagraph (N) and subparagraph (O) as subparagraph (O) and subparagraph (P), respectively; and

(5) by inserting after subparagraph (M) the following new subparagraph:

"(N) vocational guidance and counseling programs and services as described in section 125;".

COOPERATIVE VOCATIONAL EDUCATION PROGRAMS

SEC. 11. Section 122(d) of the Vocational Education Act of 1963 (20 U.S.C. 2332(d)) is amended—

(1) by striking out "ancillary" and inserting in lieu thereof "support"; and

(2) by inserting "counselors," after "coordinators,".

RESIDENTIAL VOCATIONAL SCHOOLS

SEC. 12. Section 124(a) of the Vocational Education Act of 1963 (20 U.S.C. 2334(a)) is amended by adding at the end thereof the following new sentence: "All students in residence shall be provided appropriate guidance and training.".

VOCATIONAL GUIDANCE AND COUNSELING UNDER BASIC GRANTS

SEC. 13. Subpart 2 of part A of the Vocational Education Act of 1963 (20 U.S.C. 2330 et seq.) is amended by adding at the end thereof the following new section:

"VOCATIONAL GUIDANCE AND COUNSELING

"SEC. 125. In accordance with the provisions of section 102(e), programs for vocational guidance and counseling shall include—

"(1) initiation, implementation, and improvement of high quality vocational guidance and counseling programs and activities;

"(2) vocational counseling for children, youth, and adults, leading to a greater understanding of educational and vocational options;

"(3) provision of educational and job placement services, including programs to prepare individuals for professional occupations or occupations requiring a baccalaureate or higher degree, including follow-up services;

"(4) vocational guidance and counseling training and work experiences designed to acquaint guidance counselors with (A) the requirements of employers, businesses, and industries; (B) the changing work patterns of women; (C) ways of effectively overcoming occupational sex stereotyping; and (D) ways of assisting girls and women in selecting careers solely on their occupational needs and interests, and to develop improved career counseling materials which are free of bias;

"(5) vocational and educational counseling for youth offenders and adults in correctional institutions;

"(6) vocational guidance and counseling for persons of limited English-speaking ability;

"(7) establishment of vocational resource centers to meet the special needs of out-of-school individuals, including individuals seeking second careers, individuals entering the job market late in life, handicapped individuals, individuals from economically depressed communities or areas, and early retirees; and

"(8) leadership for vocational guidance and exploration programs at the local level.".

RESEARCH PROGRAMS

SEC. 14. (a) Section 131(a) of the Vocational Education Act of 1963 (20 U.S.C. 2351(a)) is amended—

(1) in paragraph (1) thereof, by striking out "and development", and by inserting "and career development" after "education"; and

(2) in paragraph (2) thereof, by striking out "test" and all that follows through "overcome" and inserting in lieu thereof "replicate or install useful research methodologies and findings, including effective guidance components of vocational programs, programs which show promise of overcoming".

(b) Section 131(b) of the Vocational Education Act of 1963 (20 U.S.C. 2351(b)) is amended by inserting "and guidance" after "teaching".

EXEMPLARY AND INNOVATIVE PROGRAMS

SEC. 15. Section 132(a)(5)(A) of the Vocational Education Act of 1963 (20 U.S.C. 2352(a)(5)(A)) is amended by inserting "prevocational guidance and counseling" before "programs".

CURRICULUM DEVELOPMENT

SEC. 16. Section 133(a) of the Vocational Education Act of 1963 (20 U.S.C. 2353(a)) is amended—

(1) in paragraph (1) thereof, by striking out "and" at the end thereof;

(2) in paragraph (2) thereof, by inserting "and counselors" after "teachers", and by striking out the period at the end thereof and inserting in lieu thereof "; and"; and

(3) by adding at the end thereof the following new paragraph:

"(3) the review and development of materials or systems which can effectively catalog and disseminate new or existing occupational information, job-seeking, job-finding, and job-keeping skills, and other tools necessary to vocational maturity.".

ADDITIONAL VOCATIONAL GUIDANCE AND COUNSELING

SEC. 17. Section 134 of the Vocational Education Act of 1963 (20 U.S.C. 2354) is amended to read as follows:

"VOCATIONAL GUIDANCE AND COUNSELING

"SEC. 134. In addition to the provisions of section 102(e), and as described in section 125, programs for vocational guidance and counseling shall use funds which have been set aside for such purpose, insofar as is practicable, for funding programs, services, or activities by eligible recipients which bring individuals with experience in business and industry, the professions, and other occupational pursuits into schools as counselors, teachers, or advisors for students, and which bring students into the work establishments of business and industry, the professions, and other occupational pursuits for the purpose of acquainting students with the nature of the work that is accomplished in such pursuits, and for funding projects of such recipients in which guidance counselors and other vocational personnel obtain new or renewed experiences in business and industry, the professions, and other occupational pursuits which will better enable these individuals to carry out their guidance, counseling, and instructional duties.".

VOCATIONAL EDUCATION PERSONNEL TRAINING

SEC. 18. Section 135(a) of the Vocational Education Act of 1963 (20 U.S.C. 2355(a)) is amended—

(1) in paragraph (1) thereof, by inserting "and counselors" after "teachers" the first place it appears

therein, and by inserting "and counselors," after "teachers" the last place it appears therein;

(2) in paragraph (2) thereof, by inserting ", counselors," after "teachers"; and

(3) in paragraph (3) thereof, by inserting ", counselors," after "teachers".

DEFINITION

SEC. 19. Section 195 of the Vocational Education Act of 1963 (20 U.S.C. 2461) is amended by adding at the end thereof the following new paragraph:

"(22) The term 'vocational guidance' means those services and programs which are coordinated by professional counselors with appropriate credentials and which focus upon—

"(A) the unique guidance, placement, and follow-up needs of individuals enrolled in vocational programs; and

"(B) the prevocational counseling and orientation of other individuals who could benefit from the pursuit of skills in fields which do not require a baccalaureate degree for entry.".

Chairman PERKINS. This morning we have a panel. Our first witness is Dr. Nancy M. Pinson, trustee, National Vocational Guidance Association, representing the American Personnel Guidance Association. We also have Dr. Jeffrey W. Drake, coordinator of career development, Michigan; Mr. James H. Stevens, York, Pa.; Mr. Robert W. Stump, Arlington, Va. and Dr. Norman C. Gysbers, professor, counseling and professional services, University of Missouri.

Come around, all of you. Mr. Kildee, do you want to make an opening statement at this time?

Mr. KILDEE. Yes, thank you very much, Mr. Chairman.

As you mentioned, on November 13, during this Nation's 16th annual observance of National Career Guidance Week, I was pleased, along with my distinguished colleague, Mr. Goodling, to introduce H.R. 4974, the Vocational Guidance Act of 1981.

This bill proposes to amend the Vocational Education Act of 1963 with three basic purposes in mind.

First, to clearly identify and define the vocational guidance component of vocational education; second, to insert a consideration of vocational guidance at appropriate places throughout the act; and finally, to increase the set-aside of federally supplied State moneys to be used for vocational guidance from 4 to 6 percent.

This bill is offered to our colleagues on the subcommittee for their consideration and their comments. Their suggestions for any improvement in it are very welcome. We all share, I am sure, the ultimate goal of an improved and more effective Vocational Education Act.

I am very pleased for these hearings this morning. I would like, if I may, Mr. Chairman, to welcome two of our witnesses. First, a person who worked very hard with my staff, putting together this bill, Dr. Nancy Pinson. Dr. Pinson is well-known among her colleagues as an expert in the field of vocational guidance and counseling, and we are enriched by having her testimony here this morning.

I want to thank her for her help in working with Mr. Goodling and me on this bill.

Mr. Chairman, I am especially pleased, also, to have at this hearing, a witness from my own congressional district, the Seventh District of Michigan, Dr. Jeffrey Drake. Dr. Drake, in his capacity as coordinator of career development at the Genesee Intermediate School District in Flint, Mich., has direct daily experience with vocational guidance programs in the 22 school districts in that intermediate school district, one of which I used to teach in myself.

He is here to share those experiences and his expertise in the field of vocational guidance with the members of this subcommittee. I look forward, as I am sure my colleagues do, to his remarks.

Welcome, Dr. Drake.

Dr. DRAKE. Thank you.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman. Of course, I am very happy to have one of my former counselors who is still at West York here today. When I was the principal at West York, were you still teaching or had you already gone to the guidance department? I am very happy to have Mr. Stevens with us this morning.

As I look at your sheet here, you were the immediate past president of the Pennsylvania School Counselors' Association. Since I came to Congress one of the things that I have been trying to impress upon my colleagues is that sending more money to buy filmstrips, pamphlets, and magazines and so on isn't going to help us in the business of vocational guidance. We have to do a lot more to do than that.

And one of the reasons for my helping to introduce this legislatian with Mr. Kildee was that as we look at the reauthorization of this act, we need to see how can we bring about the necessary vocational guidance that I think is sorely missed at the present time.

How we do this, I am not sure. Set-asides are nothing new, because we have had set-asides for disabled, for the handicapped, and for sex equity. So should be no reason why we cannot also have some set-aside to try to improve this whole vocational guidance program.

I think it is very important that counselors get out into the field, having been a counselor, I realize, that our field has been education. I suppose we can become experts in educational guidance, but sometimes we don't have the necessary experience then to guide students to other than higher education, and certainly we should be guiding a large percentage of our people into areas other than higher education.

As we look ahead to reauthorization, I would hope that with Mr. Kildee's leadership, we can do something that will be very helpful in the area of vocational guidance.

Mr. KILDEE [presiding]. Thank you very much.

The gentlemen from Minnesota, do you have an opening comment, Mr. Erdahl?

Mr. ERDAHL. Thank you very much, Mr. Chairman, but obviously, we have a measure that is supported by the gentleman, Mr. Kildee, from Michigan, and the gentleman, Mr. Goodling, from Pennsylvania.

We know we have a good, sound concept when the two of you can agree on something with this forcefulness. And I mean that seriously, too.

It seems to me one of the things that we need to try to assure, for our young is some linkage between the completing of school and future job success, and to begin this process early in the school expericence.

We hear about horrendous dropout rates. I am scheduled to go up to Baltimore in a couple of weeks—where the dropout rates are estimated as high as 40 percent among black males. These are young people and it certainly is a tragedy for them and for society.

I think we have to do a better job in our educational system by giving incentives, encouragement, showing that there is a relationship to young people between the successful completion of at least a high school education and future opportunities in life.

I trust that such linkage is one of the things that we will be dealing with in this hearing. I am very pleased to be here, and thank you, Mr. Chairman.

Mr. KILDEE. Thank you, Mr. Erdahl.

The Chair will explain our situation today. We will begin session in about 10 minutes on the House floor. If we do not agree with the

Senate, and indeed, agree with the President of the United States as to what the continuing level of spending for the Federal Government is by, I think, tomorrow night, we have to close it down.

So, I hope that our witnesses would understand that we may be interrupted from time to time to cast votes on the House floor.

All your written testimony will be made a permanent part of the record, and I assure you that becomes a very, very important part in finally putting together the bill. If you wish to in any way summarize, you may do so.

As you speak, if you will give your name for our reporter, that will be of assistance.

STATEMENT OF NANCY PINSON, TRUSTEE, NATIONAL VOCATIONAL GUIDANCE ASSOCIATION, REPRESENTING THE AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Dr. PINSON. Thank you very much.

I am Nancy Pinson, representing the National Vocational Guidance Association, and the American Personnel and Guidance Association. Flanking me at this table are colleagues from whom you will hear.

I would like also to introduce Charles L. Lewis, who is the executive vice president of APGA, who is with us this morning.

I am absolutely delighted to be here. I am going to try to summarize my remarks. You have the written remarks for your study, in which several annotations are made. I would urge the distinguished members of this committee to look that testimony over.

Let me summarize by posing five basic points.

Our concern about guidance for workbound youth and adults has a basis of more than 60 years. This is not a new trend. In 1913, 4 years before the Smith-Hughes Act became a law, we were concerned with the delivery of guidance to workbound youth and adults.

The excitement I feel this morning is that from now on, in the counselor lexicon, Friday the 13th is no longer going to be viewed as an unlucky day. It was on that day a bill which altogether says what we have been trying to say for many, many years, and says it so eloquently and has improved on the language of counselors so well, the bill, H.R. 4904, amending the current law, as opposed to asking for more money, or asking for a separate, freestanding status, instead institutionalizes career guidance and counseling throughout the act.

And also makes that individual more accountable for the delivery of better vocational education programs. Moreover, that individual is charged to get out into the private sector, into the community, to develop the resources that hard-pressed leaders at State levels will need, because of reduced revenues.

Our excitement is based on the fact that we are convinced of the support of close allies that lines between turfs are disappearing. All of us know that one of the main reasons why the youth bills of 1980 did not go through was because educators were squabbling among themselves.

We absolutely must sit down and work together. We are offering to the vocational education community our hand, our head and our

heart to get the job done for the more than 19,000 youth and adults enrolled in vocational education.

We are saying that if everyone enrolled receives vocational guidance and counseling services, we are going to get a better member of this work force. We are going to get a better and more enlightened member of the employer-employee community, because of the dialog that has gone on between them.

Moreover, we are urging that prevocational experience be considered just as important as the actual secondary contact with skill training. That further, any young individual who wants to learn a job skill should not be told because you have learned an occupational skill, we don't want you to tell us that you want to go on to college.

We are saying these are false barriers to place in the way of those people who want to be autonomous and economically independent. We are urging those dynamics. They are present in this law, and this bill that has been introduced. And the involvement of the private sector, the requirement that counselors become more involved in both preservice and renewal experiences with business and industry.

That representatives of that community come into the schools, and become part of the counseling team.

Distinguished members of this committee, it is very hard for me to hold myself down from the excitement I feel. The importance of this bill. I would hope that the vocational education community recognizes that in actuality, more than 100,000 people in this country describe themselves as counselors. They are ready and willing to be looked at as members of the vocational education team.

I would like to stop at this point and ask the committee if it has any questions of me, I urge you to look at the testimony with hard data provided that counseling and guidance services do make a difference in the effectiveness of the vocational graduate—they do extend the job market advantage of that individual, and they do develop a more positive, a more work-oriented member of the work force.

Thank you very much.

[The prepared statement of Dr. Nancy Pinson follows:]

PREPARED STATEMENT OF NANCY M. PINSON, PH. D., FOR THE AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Introduction:

Good morning Mr. Chairman and distinguished members of the U.S. House of Representatives Subcommittee on Elementary, Secondary, and Vocational Education. I am Nancy Pinson, Trustee* of the National Vocational Guidance Association. In this testimony, I represent our parent group, the American Personnel and Guidance Association, and speak in behalf of more than 100,000 counselors located in schools, rehabilitation agencies, community centers, job clinics, postsecondary institutions, detention centers, area agencies for the aging, business and industry settings---and to the point of this occasion - those you will find in the comprehensive high schools, community colleges, and area vocational schools across this country.

We are grateful for this opportunity to make recommendations to the committee as it develops reauthorizing language for Vocational Education. The counseling profession has been concerned with work-bound youth and adults for at least as long as Congress has been on record in their support. In fact, the first formal counseling organization: the National Vocational Guidance Association, was formed in 1913 - four years before the Smith-Hughes Act became a law of the land.[1] Today, that association is one of thirteen divisions of our parent association, and its status and influence as a founding group continues. Clearly then, our interest and our investment have an historical base of more than sixty years of experience with vocational programs and those they serve.

In these years, we have seen vocational education grow into a 7 billion dollar industry, a tribute to investments by states and local agencies which overmatch the federal vocational dollar by an estimated ten to one

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[1]While the Morrill Acts of 1862 and 1870 authorized the first federal participation in vocational education through the establishment of land grant colleges, the categorical conception of occupational skill development was yet to come.

* 1979-1981

(see the Vocational Education Interim Study, NIE, 1980). We have also seen vocational education's mission expand from giving male youth a trade and female youth homemaking skills to what the American Vocational Association now describes as a national and international agenda leading to increased productivity, a larger and better trained workforce, an improved military capability, and to visible improvements in energy conservation and resource development -- among other objectives.

We agree with the spirit of the recent statement of purpose for future legislation issued by AVA: vocational education programs do indeed have something constructive to contribute to a nation newly conscious of its changing position in the world economic order. But we also believe that without informed and ethical guidance to those who will enroll in these programs, we will have failed significantly in our obligation to that majority of citizens who will be involved. In our headlong rush toward the rapid solution of massive social challenges - chief among them structural, demand-deficient, and fractional unemployment - it would be easy to fall victim to a dangerous tunnel vision: that a numerical increase in a nation's trained workforce will eliminate these problems.

History has shown us the cost of such shortsightedness, for it overlooks the essential investments of individual choice, motivation, and perseverence that distinguish the purposeful from the aimless; the productive worker from the alienated laborer; the youth who know themselves, their capacities, and their options from those youth described (by themselves or others) as "out of skill, out of luck, and out of hope."

It is our contention that these distinctions are not irreversible but can be dramatically affected by access to that major support system this country knows as guidance and counseling. This distinguished committee is

thus alerted to our longstanding and unwavering objective: to assure that comprehensive guidance programs and services are made central - not peripheral - to the delivery of vocational education wherever and for whom it occurs.

In every sense we are proposing that Congress continue to reiterate through its actions its seasoned knowledge of two fundamental pieces of conventional wisdom: no adult knowingly becomes fodder for a larger national purpose without some assurance that this participation will yield a fairly immediate personal, social, or economic return; no youth considering the two to three years needed to acquire a particular job skill should be expected to persist without confirmation that this training has some real connection to known interests and aptitudes, to a job that can be won on the basis of competence - not race, sex, or handicap, and in the words of many youth today - to a job that goes somewhere they would like to be. It is from this perspective that we offer the following rationale for certain key modifications in the reauthorizing language for vocational education.

Rationale for a Redirection of Vocational Education's Authorizing Language

As it approaches the reauthorization of its national program, vocational education must deal - as this committee knows - with a newly conservative Administration: one which has already proposed drastic cuts in the federal investment in social programs. And if vocational education has retained its categorical - or residual - classification, it does so under threat of a 20 to 25 percent cut in the FY '82 budget put forward by the President.

As counselors, we have become painfully familiar with the periodic reappearance of this conservative trend within a given Administration. It

has been a tough lesson, but we have learned that when educators put aside small territories of interest in favor of uniting to defend the total federal investment in education, Congress will listen. (In fact, well before the November elections, Mr. Chairman - you reminded us of this basic lesson in a widely read article in the July 14, 1980 issue of Education Times.)

On this particular issue: vocational education, we share the outcome goals of our colleagues in that field, differing only in our conviction that certain methods which could help realize those goals have yet to be fully explored. We don't believe it to be realistic to argue - for example - for increased appropriations in vocational education at a time of fiscal austerity. We do believe, however, that current appropriations levels can be defended if reauthorizing language takes on a bold new look. If such redesign expands upon the definition of who gives and who gets vocational education--and for what purposes and in what settings it can be offered, its impact could be extended without incurring additional costs. Through this approach, states would be encouraged to continue in their traditional overmatch of the federal vocational dollar simply because a far broader constituency of educators, counselors, parents, citizens, and employers will have become involved as either providers or beneficiaries of these programs.

What must occur is the genuine sharing of responsibility and accountability implied in the '76 amendments and later reaffirmed in a more targeted fashion by the Youth Bills of 1980; a sharing which gives more than a peripheral role to those of us within and outside of our schools who are equally committed to the development of the informed, motivated, and purposeful individual who will become a member of tomorrow's work force.

Not only must we revolutionize the thinking that has confined the majority of these programs to the upper secondary school level, thus totally eliminating the preadolescent from an orientation to their benefits, we must also look again at the distinctly different skill needs of older adults; at alternative ways of providing vocational skills which may preclude traditional institutional methods and the purchasing (and repurchasing) of costly equipment; at the basic question of the future direction of vocational education.

Is it to be - in fact - geared toward global concerns of unemployment, military readiness, energy conservation, and new technology (as an October 17, 1980 paper prepared by AVA proposed)? Or will it be the redoubling of its efforts to reach underserved or never-served groups; the expansion of its relationships with CETA, with Economic Development agencies, with other corporate groups in both the public and private sectors (as is suggested in a more recent position paper circulated by AVA on January 5th of this year)?

Regardless of the direction chosen for this important legislation by the Congress and by our colleagues in vocational education, it is essential that evidence gathered as a result of two small provisions in the '76 Amendments not be overlooked. The first is associated with increased access by both sexes to the vocational programs of their choice, however non-traditional those choices appeared to be. The second is related to the influence of a required - if modest - set aside for comprehensive guidance services within these programs over the last four years. While the two provisions are similar in that they have forced state and local program directors to consider and provide for new and complex dimensions of the individual consumer of vocational education, I would like to focus the

attention of this committee on the overwhelming case for increased guidance provisions in the new legislation.

The Case for Vocational Guidance

Title II of the Amendments of 1976 marked the first formal recognition by Congress that meeting the guidance needs of work-bound youth and adults could no longer remain a function of choice or situational ethics. Prior to that time, voluntary vocational guidance expenditures by the states (of combined federal, state, and local resources) summed to less than 3.4 percent of their total vocational education budgets. When it was further documented that this low and variable support was in direct conflict with national studies of student need (Prediger and Roth, 1973; Harris-Bowlesby, 1975) and to deficits articulated throughout the National Advisory Council's Sixth Report (1974) and in the GAO Report on Vocational Education (December 31, 1974), Congress took action. This action, we believe, was based both on a proposal submitted by APGA early in 1976 and the earlier drafts of Career Guidance legislation introduced by Chairman Perkins in both the 93rd and 94th Congress (HR 17575 and HR 3270). The effects of these and other efforts upon the Vocational Education Amendments of 1976 was a mandated set aside of at least 20 percent of a state's program improvement funds (Subpart 3) for purposes of vocational guidance. Essentially then, 4 percent of the state's total block grant (Subparts 2 and 3 in combination) was thus targeted.

On the credit side, what has occurred in these intervening years is a marked increase in vocational guidance services and programs where virtually none had existed; that is - in those states with limited local resources. Those states, whose positive school-community relationships encouraged higher than average enrollments in vocational education, were

now able to hire counselors who were motivated to work closely with vocational students. As a result, these students - located primarily in our southern, rural states; in our mid-Atlantic urban centers, northeastern states, and in some isolated portions of the midwest and far west - were familiarized with training options they had never considered within their reach. Through these "new" counseling programs, they were helped to overcome fictional as well as real barriers to occupational proficiency ... including those associated with race, sex, handicap, ethnic or socioeconomic level; making marked gains in self-confidence and in training related placement as well.

On the debit side, however - many of our wealthier states were diluting their vocational guidance efforts by not only viewing the 20 percent set aside as a maximum, but were meeting other program set aside requirements through these funds; e.g., paying state staff from this source vs. through the separate provision for state administrative purposes; and not availing themselves of the option to expend vocational guidance funds below the seventh grade level. Indeed, a majority of the states were imposing limitations to the use of these funds to the ninth or tenth grades and above. (For documentation on the above, the Committee is referred to the Technical amendments to Title II: P.L. 95-40; to question 27 on page 53866 of the Federal Register of October 3, 1977; to a summary prepared by Richard Carlson of BOAE on March 7, 1978 in a letter to Donald Kerr; APGA Government Relations Committee member and counselor in Iowa.)

Added to this difficulty in transmitting vocational guidance resources to students was the failure of the assigned federal agency to secure and publish evidence of positive impact that we believe does exist at state and local levels. More typically in this period, data collection did not

succeed in distinguishing this funding source's impact from that obtained from (a) general guidance funds, if any, (b) pooled sources; i.e., various state, federal, and local programs in combination, (c) inferences made about "effective" guidance through counting program completions and related placements, and (d) the number of state-initiated projects in guidance funded through other parts of the Act. As Drier (1979) pointed out, those who really wanted to know what impact these funds were having - short of poring through each state's annual accountability reports[2] - needed to correspond directly with state guidance personnel.

In view of this deficiency of data, APGA surveyed this latter group in the Spring of 1980 to determine how these funds were being spent and how adequately they were meeting the needs of the students for whom they were intended. We believe the committee will be interested in these findings, for they succeed in confirming our proposed redirection of language and terminology as vocational education is reauthorized.

* Of the 28 states and extra state jurisdictions responding, only 14 indicated that they could meet documented student needs with the sums they were provided. Local requests for help in those states exceeded resources by at least 10 percent and at the most, by 90 percent.

* Respondents indicated that - given a choice - they would have given highest priority to developing local guidance leadership; followed by program implementation, job placement services, and the creation of Resource Centers for target groups. Actual prioritizing of the use of funds was more often a decision weighted heavily by the needs perceived by state vocational staff; i.e. increased placement efforts, assistance with meeting sex-equity objectives, rapid and highly visible vocational guidance program development at the local level.

* Guidance staff at state levels reported that while they were involved "somewhat" equitably in the planning for and monitoring of vocational guidance fund distribution to local agencies, state vocational educator colleagues held the edge in approving the vocational guidance programs submitted by local guidance

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[2]The committee's attention to the results of a recent examination of 8 state plans and their accountability reports is respectfully requested. These findings can be located in Appendix 2 .

* A majority of the respondents preferred the RFP (request for proposal) approach over formula distribution as a means for receiving vocational guidance funds at the local level. While this method of applying to the State required more work and a more creative and accountable proposal to meet student needs (see comparable method in P.L. 95-207, Career Education), most guidance supervisors believed that formula allocations restricted locals in their petitions; e.g., low enrollments earned low formula distributions while in many cases those LEAs had unusual problems; or in the converse, many LEAs believed themselves capable of bidding to resolve State or even national challenges in the delivery of vocational guidance.

* In making recommendations for the new legislation, these respondents suggested (a) a reasonable increase in funding along with more authority in fund distribution and program approval, (b) adherence to the spirit and intent of the law and related regulations, (c) local vs. state autonomy in the selection and documentation of those permissible activities (under the currently designated section 134 of Subpart 3) as appropriate to need, (d) inservice training not limited to sex-equity objectives/more emphasis on pre-service education of counselors and vocational educators, and (e) state option to select a mix of RFP, formula, or direct grant methods of allocation of funds that respond to the varying skills and resources of local jurisdictions.

A Proposed Solution

In order to assure that the effects of vocational guidance services and programs are clearly visible in terms of the gains made by students enrolled in vocational programs, the new legislation cannot limit the reference to guidance to one section of the new law. It will be necessary not only to establish this reference in all parts of the Act where programs managed by the states are described, but to freely acknowledge that comprehensive guidance programs and services are integral to the law's purpose. Once the language changes in House Bill H.R. 4974 here are actually included (see Appendix 1), the state's capacity for tracing and monitoring guidance impact will be vastly increased.

If, for example, states can report the effects of guidance on consumer and homemaking programs, on workstudy and cooperative programs, and on

programs for the disadvantaged or handicapped -- valuable information will have been generated. Carrying this an additional step, guidance representation on state and local advisory councils, in research efforts, in personnel development initiatives, etc., can also be traced for purposes of determining its influence over measured vocational program effectiveness. In substance, we are proposing that vocational guidance's accountability be institutionalized throughout the state's jurisdictional area, beginning with the Statement of Purpose, continuing through the present Subpart 5, and through Administration.

To realize this increased investment and emphasis, APGA is proposing that a minimum six percent set aside of appropriations for vocational education programs described in Section 102 (Subparts 2 through 5, plus 102(d)) be assigned to accomplish these extended purposes. According to our estimates, this would not only increase each state's current federal vocational guidance support base by about 60 percent,[3] it would more than double the state's capacity for vocational program accountability and impact.[4] (We performed these estimates based on the current level of appropriations, believing the only "costs" to be those associated with shifting priorities within a state as opposed to increased costs to the taxpayer.)

We have determined a broad-based support for this position within several groups, chief among them the members of AVA's Guidance Division.

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[3]If one executes the 20 percent set aside for vocational guidance at the national level; e.g. from FY '81 funds allocated to Subpart 3, the current national allocation is 26 million. Our proposalwould have the net effect of increasing allowable federal expenditures on vocational guidance to about 42 million nationally, without increasing the current level of appropriations.

[4]This assumes at least one assigned and accountable counselor on each state, local, intermediate unit, and building level vocational program staff.

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At this juncture, Mr. Chairman, I would request that our co-authored publication entitled, "Strengthening Work Related Education and Training in the 1980's Through Improved Guidance Programs," be placed in the committee's record. From yet another quarter, several who were assigned by the (former) Bureau of Occupational and Adult Education to develop papers on the future of vocational education have also stressed the importance of strengthening the guidance components in the new legislation (Buzzell and Denbo, 1979; Cornelson, 1979). Additionally, in September of 1980, a majority of the 45 State Advisory Councils responding to a survey issued by the National Association of their Executive Directors agreed to a recommendation that the current set aside for Guidance be increased by five percent. APGA is particularly struck, however, by the repeated concerns of many members of Congress that certain aspects of existing educational programs (vocational education chief among them) which could help the pre-adolescent are not sufficiently emphasized; i.e. the pre-vocational guidance emphasis we saw in the '68 Amendments which could do much to reduce the effects reported in NIE's Safe School Study.[5] At the opposite end of the spectrum, the student enrolling in high school vocational education programs, or in two-year programs at the community college level, is often forced to declare a non-baccalaureate job related objective (or to immediately seek employment related to training) when, in fact, his or her long-term career objective may include the pursuit of a higher degree in that general field. Evidence persists that these youth and adults would gain if these motives were assigned legitimacy (Richmond, 1979; Grasso and Shea, 1979; Healas, 1978; Conroy, 1976) and that vocational education's image for the eighties could correspondingly prosper.

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[5]See U.S. House of Representatives Committee Report #96-1034, May 16, 1980; Dissenting Views: Congressman George Miller.

Conclusion

As counselors not unmindful of the challenges this society has placed in front of vocational education, we join with our colleagues in that field to restate certain common concerns:

1. How can guidance be provided early enough, fully enough, and long enough to assure that employable skills transcending specific job competencies are in the portfolio of every American?

2. Not only do we have to extend the too brief advantage enjoyed by the vocational program graduate in the marketplace (currently four years from program exit), we need to find out why these programs are not attracting or holding minorities, the gifted, the alienated.

To these we add two questions paraphrased from a legislative issues agenda proposed by a National Center for Research in Vocational Education Task Force convened late last Spring:

> "To what extent should an educational program designed to give skills in non-baccalaureate fields be expected to contribute to the individual, to the economy, to society"?
>
> "And once this extent is known, what should drive federal dollars, federal requirements, federal control in vocational education ... national goals, state goals, work force goals, or individual goals"?

We at APGA believe our suggestions for strengthening vocational education can help Congress answer many of these questions. As Norman Gysbers, President of AVA's Guidance Division and former APGA President wrote in a letter to Gene Bottoms, Executive Director of AVA:

"...* Like Vocational Education, Guidance is a program specifying learner outcomes which can be measured as specifically as job skills: knowledge of career options and labor market data; ability to make informed choices based on known aptitudes, interests; improved interpersonal skills, confidence, self-esteem; skill in seeking, finding and holding a job; correctly anticipating the demands of the workplace, the employers, one's fellow workers; improved work habits such as punctuality, perseverance, job completion.

* Like Vocational Education, Guidance has its own professionally recognized personnel, trained to assist students in achieving these and other competencies related to a full and equitable

> representation in the adult work world. These professionals rely more on the principles of teamwork than do other practitioners, however. They recognize that without the involvement and cooperation of other staff, parents, employers and community agencies and groups, these outcomes will be far more difficult to achieve..." (June 4, 1980)

I urge this committee to carefully consider the specific recommendations specified in H.R.4974, to weigh its merits as an amendment to the law. That bill represents nearly three years of study by the counseling profession.

I further request this distinguished committee to give equally careful consideration to other appendices cited earlier, and to a document your staff has received entitled, "The Contributions of Guidance and Counseling to the Employability of Youth." In that paper, and in Section Two of the APGA/AVA monograph, are citations of the cost-benefit associated with increased guidance services which will be of particular interest. I would be happy to answer any questions you might have or to seek out further information not contained in this testimony. Thank you for this opportunity to present our views. We stand ready to support Congress to the fullest extent possible as it moves toward the reauthorization of Vocational Education.

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APPENDIX ONE

by Nancy Pinson
for
APGA

Recommendations for Language Changes
in the
Reauthorization of Vocational Education
Based on Current Law: P.L. 94-482, Title II

Part A - State Vocational Education Programs

"Declaration of Purpose"

Section 101

Amend (4) to read: "(4) provide comprehensive guidance programs and services (including job development and placement services) to increase the capacity of youth and adults to benefit from vocational education, and---"

former (4) becomes (5) ---

Subpart 1 - General Provisions

Section 102

add new (e): of the total amounts authorized to be appropriated for State programs of Vocational Education in Sections 102(a) through (d) - at least six percentum of the sums allocated shall be set aside to carry out the vocational guidance activities described in Section 120 (b) (1) as amended through (new) (N) and described in (new) Section 125, and such other vocational guidance requirements specified elsewhere in this Act.

Section 103 - Amend formula to reflect new age groupings, as follows:

(a)"(2)(A)---population aged eleven to seventeen, inclusive (42%)"
"(2)(B)---population aged eighteen to thirty-four, inclusive (28%)"
"(2)(C)---population aged thirty-five and over (15%)"
(D)---as written

Section 105

(d)(4)(A)---(insert after vocational rehabilitation, the term "vocational guidance."

(g)(1)---(second sentence) such local advisory councils shall be composed of--; and such local advisory councils may be established for vocational instruction and guidance program areas,---

Section 106

(a)(8)---insert in parenthetical phrase "(except vocational guidance programs under Section 125, ---, or be of significant assistance to individuals enrolled in planned prevocational experiences designed to enable them to make informed and meaningful occupational preparation choices."

Section 107

(a)(1) new (B) "a representative of the State agency having responsibility for vocational guidance, designated by that agency, (change current B to C, etc. through K) and add L: a representative of secondary school counselors, as determined by state law."

(b)(2)(iii)(revise) to "the assignment of responsibility for the offering of those courses, training opportunities, and guidance services, among the---"

(iv)---among these courses, training opportunities, and guidance services

(b)(4)B: Set forth a program to assess the guidance and training needs of persons described---which shall provide for (i) special courses in guidance and counseling for such persons in learning how to seek employment, and---

Section 112

(b)(1)(B) "(i) find employment in occupations related to their training, and/or"

(ii) are considered by their current employers to be well-trained and prepared for employment, and/or

(iii) manifest desirable skills related to employability; as determined collaboratively by educators, employers and employees.

Subpart 2 - Basic Grant

Section 120(b)(1)

(H) revise to: "placement, support, and follow-up services for students---"

(I) revise to: industrial arts and other prevocational programs

(L) vocational education for:
(add new (V)): persons seeking skills enabling mid-career change, such as early retirees.

(new)(N) vocational guidance and counseling programs and services as described in Section 125.

Section 122

(d) revise to: support services and activities---enter after teacher coordinators, "counselors"

Section 124

(a) extend by one sentence: All students in residence will be provided appropriate guidance and counseling.

(new) Section 125

According to the provisions of Section 102(a), programs for vocational guidance and counseling shall include--
(Enter here the eight activities as described in former Section 134(a) in P.L. 94-482.)

Subpart 3 - Program Improvement
and Supportive Services

Section 131

(a)(1) extend by adding: and career development

(a)(2) rewrite as: experimental, developmental, and pilot programs and projects designed to replicate or install useful research findings, including effective guidance components of vocational programs, programs which show promise of overcoming problems of sex bias and sex stereotyping--

(b) enter: and guidance between teaching and techniques

Section 132

(a)(5)(A)---prevocational guidance and counseling programs and projects designed to---

Section 133

(a)(2) "---, and support services designed to enable teachers and counselors to meet the needs of---"

(a)(3)new: the development of materials or systems which can effectively catalogue and disseminate occupational information, job seeking, finding, and keeping skills, and other tools necessary to vocational maturity,---

Section 134

(a) rewrite: In addition to the provisions of 102(e) and as described in Section 125, programs for vocational guidance and counseling shall use the set aside funds, insofar as is practicable, for funding programs, services, on----(continue on with line 4 in Section 134(b) in P.L. 94-482 as written to the conclusion of that paragraph).

Section 135

Note: In items (1)(2),(3) insert "counselors" after the word "teachers," wherever it appears in the text.

Part C - Definitions

add (21) The term vocational guidance means those services and programs coordinated by credentialed professional counselors which focus on the unique guidance, placement, and follow-up needs of individuals enrolled in vocational programs; and on the prevocational counseling and orientation of others who could benefit from the pursuit of skills in fields which do not require a baccalaureate degree for entry.

APPENDIX TWO

The Impact of Vocational Guidance Funding on Eight States* during FY 1979

*California, Iowa, Kentucky, New Mexico, Oregon, Utah, Vermont, and West Virginia

Theresa Gushee
for the
American Personnel and Guidance Association

The Impact of Vocational Guidance Funding on Eight States During Fiscal Year 1979

Introduction

This report was compiled at the request of the American Personnel and Guidance Association in order to illustrate the distribution and use of federal funds for guidance and counseling under the provisions of the Vocational Education Act of 1963, as amended. Specific analysis has been made of funds allocated to these States under Section 134, Subpart 3 ($104.762) of the subject law. The data has been assembled as a supplement to formal Congressional testimony on the topic; it is intended to characterize the vocational guidance and counseling enterprise as stimulated by the setaside for that purpose which was established through Title II of Public Law 94-482.

Procedure

Given the concern of Congress over vocational education's data quality; a concern leading to the mandated study currently under way in the National Institute of Education, this Association (APGA) report was conceived as providing responses to specific questions related to guidance and counseling's effect:

- °Who is being served through vocational guidance, counseling, and placement services?
- °Through which of the eight activities described in Section 134, Subpart 3, are these individuals being reached?
- °How well are the subject States achieving their goals in these areas?
- °Is guidance and counseling activity discernible in the disposition of funds assigned to other parts of the law?
- °What is the State's total investment in vocational guidance and how is it distributed across federal, state, and local funds?

Arrangements were made with the federal Office of Vocational and Adult Education (OVAE) to examine a select sample of FY 79 annual plans and their companion accountability reports. Because analysis of certain states was believed to be of particular interest to members of authorizing and appropriations committees in both the House and Senate, eight were selected as both representative of the Nation as a whole and as germane to the cited members of Congress: California, Iowa, Kentucky, New Mexico, Oregon, Vermont, Utah, and West Virginia.

Each State's plan, accountability report, annual financial status report, and SACVE annotation were exhaustively studied. The average number of hours

spent on each State was eight (8), with a range of 200 to 700 pages covered in each instance - including tables, graphs, and appendices. Supplementary material was also studied in order to grasp a national picture. Among these latter documents were: Vocational Education Program Improvement, a document prepared by the National Center for Research in Vocational Education (NCRVE, 1980) which discussed Subpart 3's impact during 1979-80; the Interim Report of the Congressionally Mandated Study of Vocational Education (NIE, 1980); and various tables (see table 11) excerpted from testimony provided to the House Subcommittee on Elementary, Secondary, and Vocational Education; e.g., Wulfsberg for the National Center for Educational Statistics on September 17, 1980.

Design

Two kinds of charts were employed for purposes of entering data from source documents. One chart was designed to record information from each State in terms of funding, activity focus, target group(s), etc., with a master chart serving to record a summary for all States. A second chart obtained State fiscal data in terms of federal, state, and local contributions to vocational guidance.

Findings

A. Who is being served? In these eight states there is substantial evidence that most secondary, postsecondary and adult vocational students are receiving accelerated guidance services. Within these age categories, handicapped, disadvantaged, and female recipients are occasionally noted. Also of interest is the implication that many non-vocational students are receiving the benefits of a portion of these setaside funds (See Iowa, for example).

B. What are recipients receiving in services? As Table 9 indicates through its summary of all States, additional staffing of counselors at the local level was the most highly selected use of funds. Out of the eight states studied, six spent most of their 20 percent setaside to increase the number of counselors placed in area vocational schools or in postsecondary settings; locations in which no counselors had previously been employed. (In the case of New Mexico, for example, a Boys' School for Youth Offenders was staffed with a counselor for the first time. That individual focused on work attitude counseling as well as on vocational assessment and job placement.)

The second ranked activity chosen by the subject States was preservice and inservice training of counselors in vocational guidance skills (see West Virginia for a good example of this expenditure). Tied for third place on activity selection were job placement services (4 states) and program initiation and/or improvement at the local level (4 states).

C. What are the accomplishments of the States in Vocational Guidance? The following tables (1 through 8) illustrate the difficulty this investigator encountered in extracting data of achievement from State accountability reports. Nonetheless, each table is followed by a brief discussion of that State's apparent direction, diversity, and the degree of comprehensiveness of its report. Table 9, immediately following, summarizes all States.

TABLE 1: CALIFORNIA

	Set aside $ Funding	Numbers and Types of Persons Served	Initiation of Programs	Vocational Counseling for Students & Adults	Job Placement	Inservice	Counseling Limit and Adult Offenders	Guidance & Counseling for Limited English Speaking	Vocational Guidance Resource Centers	Staffing at Local Levels
Program Development	X									
Research	X									
Exemplary Innovative	X									
Curriculum Development	X									
Guidance & Counseling	I, 798, 256 39.8%	630,776 sec. voc. * 124,697 post.sec.*	✓	✓	-	✓	-	✓	✓	✓
Sex Equity	X									
Part A) Advertg.	X									
Part B) Consumer & Homemkg.	X									
Part C) Basic Grant	X									

Key: - = no activity reported
X Guidance & Counseling not mentioned
✓ Guidance & Counseling Expenditure
* not an unduplicated count; see discussion

California's fiscal report was relatively clear because they were not involved with carry-over monies. The state plan and accountability report were well related.

TABLE 2: IOWA

Subpart 1	Set aside % / Funding	Numbers and Types of Persons Served	Initiation of Programs	Vocational Counseling for Students & Adults	Job Placement	Theoretic	Counseling Youth and Adult Offenders	Guidance & Counseling for Limited English Speaking	Vocational Guidance Resource Centers	Staffing at Local Levels
Personnel Development	X									
Research	X									
Exemplary Innovative	X									
Curriculum Development	X									
Guidance & Counseling	267,314 / 21%	secd.voc. 35,997 / p.sec.ad. 91,169	256,465* CISI 71,500*	✓	✓	-	-	-	-	-
Sex Equity	funding figure - part incl. not clear	post-second. adult		✓		✓				
Subpart 4) Cooperative	X									
Subpart 5) Consumer & Homemaking	X									
Subpart 2) Basic Grants	X									

Key: - no activity reported
? Guidance & Counseling not mentioned
✓ Guidance & Counseling Expenditure
* not an unduplicated count; see discussion

The bulk of Iowa's funds went into CISI, the Career Information System of Iowa. The objective of the system is to improve the quality and quantity of occupational information available to Iowa's secondary, postsecondary, and adult students; to increase the availability of and improve the access to this information; to encourage better and more extensive exploration of alternatives, and facilitate better career decision-making by these populations.

In its annual plan, Iowa states that in FY 1979, 145,812 male and 139,697 female students received guidance counseling, placement and follow-up services in public secondary schools. According to OVAE Statistics, Enrollment in Vocational Education Programs: 1978-79 Iowa had 27,133 vocational students enrolled below the 11th grade and 62,728 vocational students enrolled in the 11th and 12th grades. If the counts were unduplicated, an implied additional 195,048 non-vocational students were served by vocational guidance funds.

TABLE 3: KENTUCKY

...ogram & ...ogram Emphasis	Set aside % Funding	Numbers and Types of Persons Served	Initiation of Programs	Vocational Counseling for Students & Adults	Job Placement	Inservice	Counseling Youth and Adult Offenders	Guidance & Counseling for Limited English Speaking	Vocational Guidance Resource Centers	Staffing at Local Levels
...ecennial ...eignment	X									
...esearch	X									
...mplary ...ovative	X									
...riculum ...elopment	X									
...idance & ...unseling	380,232 27%	91,504sv 4,372 pa 18,532ad	-	disadvtg. & handc. as well	-	-	-	-	-	✓
Sex ...quity	about 12,000 in-serv pt.recpts	counselrs, no specf. number								
part 41 ...dvantg.	X	837-vocd. voc. counseling								
part 51 ...ounsr & ...ervices	X									
part 21 Basic Grant	X									

Key: - no activity reported
x Guidance & Counseling not mentioned
✓ Guidance & Counseling Expenditure
* not an unduplicated count; see discussion

Kentucky's annual plan and accountability report were difficult to coordinate. In summary, however, the state's priority was "additional staffing to provide vocational guidance and counseling services to as many vocationally-oriented students as possible.

TABLE 4: NEW MEXICO

Subpart 1/	Set aside $ Funding	Numbers and Types of Persons Served	Initiation of Programs	Vocational Counseling for Students & Adults	Job Placement	Inservice	Counseling Youth and Adult Offenders	Guidance & Counseling for Limited English Speaking	Vocational Guidance Resource Centers	Staffing at Local Levels
Personnel Development	NC									
Research	NC									
Exploratory Activities	NC									
Curriculum Development	NC									
Guidance & Counseling	218,433 20%	11-12th yrs. stud. 20,728 y.o. 40	-	✓	✓	-	✓	-	-	POST SEC. ✓
Sex Equity	X									
Part 4) Advance	X			Some money ✓ for training voc.rehab counselors in job placement for mentally retarded						
Part 5) Women & [illegible]	X									
Part 2) Basic Grant										

Key: - No activity reported
n Guidance & Counseling not mentioned
✓ Guidance & Counseling Expenditure
* not an unduplicated count; see discussion
NC not clear in funding allocations/activities - no activity reported

New Mexico was one of the two states to highlight the youth and adult offender population, specifying the numbers served and their need for vocational counseling before leaving the institutional setting.

TABLE 5: OREGON

Subparts & Purposes	Set aside $ / Funding	Numbers and Types of Persons Served	Initiation of Programs	Vocational Counseling for Students & Adults	Job Placement	Cooperation	Counseling Youth and Adult Offenders	Guidance & Counseling for Limited English Speaking	Vocational Guidance Resource Centers	Staffing at Local Levels
Personal Development										
Research										
Exemplary Innovative										
Curriculum Development										
Guidance & Counseling	218,437 20.0%	47,340 sec.voc. 2,443 p.s.voc.	✓	✓	-	✓	✓	✓	✓	1 career guid. spec. state level
Sex Equity										
Subpart 4) Disadvantg.										
Subpart 5) Consumer & Homemaking										
Subpart 2) Basic Grant										

Key: - no activity reported
& Guidance & Counseling not mentioned
✓ Guidance & Counseling Expenditure
* not an unduplicated count; see discussion

Oregon's spending efforts were the most comprehensive of the states studied. Oregon directed most of its funds into programs that provided effective vocational guidance and assistance through the development of career resource centers and career information banks.

59-982 O—82——4

TABLE 6: UTAH

Subpart 1	Set aside % Funding	Numbers and Types of Persons Served	Initiation of Programs	Vocational Counseling for Students & Adults	Job Placement	Inservice	Counseling Youth and Adult Offenders	Guidance & Counseling for Limited English Speaking	Vocational Guidance Resource Centers	Staffing at Local Levels
Personnel Development	% not known	Counsels. trained "sufficnt number"								
Research	x									
Exploratory Activities	x									
Curriculum Development	x									
Guidance & Counseling	All funds for prof. train. 144,816	Serv. Increased. Staff. 30,848	–	–	–	✓	–	–	–	✓
Work Equity	33% x	20,756 post.sec.				for P.sec. counselrs., did not give count				
Subpart 4) Ind/Entrp.	x									
Subpart 5) Innovat & Transfer	x									
Subpart 2) Basic Grant	x									

Key: – no activity reported
x Guidance & Counseling not mentioned
✓ Guidance & Counseling Expenditure
* not an unduplicated count; see discussion

All of Utah's funds were primarily directed toward staffing at the local level with the exception of two inservice projects.

TABLE 7: VERMONT

Aspect 1)	Set aside % Funding	Numbers and Types of Persons Served	Initiation of Programs	Vocational Counseling for Students & Adults	Job Placement	Inservice	Counseling Youth and Adults Offenders	Guidance & Counseling for Limited English Speaking	Vocational Guidance Resource Centers	Staffing at Local Levels
ecconnel relopment	X									
esearch	X								occupational information	
ewploy ewation	X								labor market data	
rriculum relopment	X									
ridance & nseling	70,188 / 24.8%	1) no accord. for age 11,598 11-12th Voc.Tec.Stud.		✓	✓	for public			✓ made availbl.	✓
Sex Equity	no one to	submitted use	proposal money							
part 4) ndrang	special	needs	position	was vacant	money	not	spent			
part 5) ddrawn & ansfrs	X									
part 2) Basic Grant	X									

Key: - no activity reported
a Guidance & Counseling not mentioned
✓ Guidance & Counseling Expenditure
* not an unduplicated count; see discussion

Vermont was complete in its reporting of carry-over funds. It was the only state that coded the reasons for carry-over.

TABLE B: WEST VIRGINIA

Subpart 2	Set aside % Funding	Numbers and Types of Persons Served	Initiation of Programs	Vocational Counseling for Students & Adults	Job Placement	Inservice	Counseling Youth and Adult Offenders	Guidance & Counseling for Limited English Speaking	Vocational Guidance Resource Centers	Staffing at Local Levels
Personnel Development	most any state level 6%of f,Fed	out of total approx. 813,000 for 65 counselrs.								
Research	X									
Exemplary Innovative	X									
Curriculum Development	X									
Guidance & Counseling	194,980 20.2%	43,535ov 12,009ps 3,827ad	1 $20,000	✓	✓	✓	-	-	-	✓
Sex Equity	X									
Subpart 4) Disadvantg.	X									
Subpart 5) Consumer & Homemkng	X									
Subpart 2) Basic Grant	X									

Key: - no activity reported
a Guidance & Counseling not mentioned
✓ Guidance & Counseling Expenditure
* not an unduplicated count; see discussion

West Virginia advisory council, December 1978, recommended that each area vocational education center in the state have vocational guidance services available on a regular basis "to insure the delivery of guidance to all students enrolled in vocational education centers." This was accomplished through additional staffing.

In 1979 the State Vocational Education Advisory Council Report recommended that certification preparation for counselors include competencies in the following three areas: 1)concepts and processes of vocational guidance and career education; 2)assessment of student needs, placement an follow-up; 3)planning and management of comprehensive vocational guidance programs. Staffing and inservice/preservice training were West Virginia's primary activities.

TABLE 9: SUMMARY OF ALL STATES

STATE	Initiation of Programs	Vocational Counseling for Students & Adults	Job Placement	Inservice	Counseling Youth and Adult Offenders	Guidance & Counseling for Limited English Speaking	Vocational Guidance Resource Centers	Staffing at Local Levels
CALIFORNIA	✓	✓	–	✓	–	✓	✓	✓
IOWA	✓	✓	✓	–	–	–	–	–
KENTUCKY	–	✓	–	✓	–	–	–	✓
NEW MEXICO	–	✓	✓	–	✓	–	–	✓
OREGON	✓	✓	–	✓	✓	✓	✓	✓
UTAH	–	–	–	✓	–	–	–	✓
VERMONT	–	✓	✓	✓	–	–	–	✓
WEST VIRGINIA	✓	✓	✓	–	–	–	✓	–

Key: – no activity reported
Guidance & Counseling not mentioned
✓ Guidance & Counseling Expenditure
* THROUGH STAFFING

D. What is the cost of vocational guidance and who pays the bill?

Table 10 clearly shows that all states studied honored the 20 percent setaside for guidance and counseling, with half of these jurisdictions electing to spend a larger percentage of Subpart 3 funds for these purposes than was required. Furthermore, while the regulations do not require the states to match federal guidance monies, half of these States over-matched the federal guidance dollar with their own state and local funds targeted to this area. (California's state and local contributions, for example, were fourteen state and local guidance dollars to every federal guidance dollar received.)

TABLE 10: SPECIFIED AND ACTUAL
VOCATIONAL GUIDANCE SETASIDES
BY THE STATES IN FY 79

STATE	TOTAL SUBPART 3 ALLOTMENT	20% GUIDANCE SETASIDE REQUIRED	ACTUAL FEDERAL $DOLLARS SPENT FRM.SUBP.3FUNDS	ACTUAL % OF SUBP.3 SPENT ON GUID/CNSL.
CALIFORNIA	8.991.128	1.798.256	3.561.108	39.8
IOWA	1.336.572	267.314	288.199	21.0
KENTUCKY	1.901.159	380.232	513.433	27.0
NEW MEXICO	700.414	140.083	149.712	21.4
OREGON	1.092.163	218.433	218.535	20.0
UTAH	724.079	144.816	242.728	33.0
VERMONT *	289.851	57.970	70.188	24.8
WEST VIRGINIA	964.632	192.926	194.980	20.2

* MAY INCLUDE CARRY-OVER FUNDS FROM PREVIOUS FISCAL YEAR

Discussion

It is this reviewer's observation that the sample of States examined points up the major difficulty associated with reporting accomplishments at the local level. Rarely are substance and the spirit of the law engaged in final reports, nor are impact data present to any degree. Focused as they are on compliance statements related to each section of the law, state accountability reports offer minimum information about what actually happens to students enrolled in vocational programs as it relates to guidance services.

An additional dilemma is illustrated in the lack of correspondence between the State's plan and its accountability report; the difficulty with which funds are traced between year of allocation and year of actual expenditure; and the lack of standardization of reporting in terms of numbers and kinds of people served with - in this case - vocational guidance setaside funds. Often, the relationship between funding and program was obscured - for example - when a given State "carried over" its allocation to the next fiscal year. (Of the 8 target states, only California kept spending current; the other seven cannot be said to be fully examined until FY 80 reports, now housed with NCES, are made available.)

Certain key differences between these States are worthy of mention here, however. They are offered as illustration of both the creativity and the limitations associated with that State's interpretation of a federal mandate. In only two states (Oregon and Iowa) was the writer able to determine the number and kinds of persons served by vocational guidance funds with any degree of certainty; the requirement for such data is clearly a function of the state's disposition to provide it. As noted earlier, only California was able to document full expenditure of funds during the year of allocation, with Vermont the only other state that provided full explanations about why and for what purpose funds were carried over into the subsequent fiscal year.

In terms of choices made by the states of the eight activities credentialed as legitimate uses of the setaside funds, an interesting pattern emerged. Only two states (New Mexico and Oregon) elected to expend a portion of their allocation on youth and adult offenders and/or the limited English-speaking. Kentucky - on the other hand - elected to spend most of its setaside on vocational guidance for the handicapped and disadvantaged student. Oregon assigned funds to all permissable categories with the exception of job placement. Utah transferred all of its vocational guidance funds into another Subpart 3 category: personnel development, concentrating on staff development of counselors and assignment to positions at the local level. Of all the states studied, West Virginia showed the highest frequency and positive nature of SACVE involvement and support for its vocational guidance initiatives.

In spite of these important distinctions between the states, the study failed to reveal the comprehensive data expected from source documents prepared for the federal office. The real impact from these funds cannot be traced through the present system, nor can the strong case for increased guidance services be effectively documented under current reporting constraints. The

following recommendations are made to the Congress in the hope that future reauthorization and regulatory language will not only simplify the reporting process but will clarify the effects of funding upon each group of beneficiaries. They are a composite of the writer's ideas and of serious thought by the counseling community as a whole:

1. Standardize the State's reporting system so that both the public and the oversight agency can easily relate state plan data to fiscal/program accountability reports.

2. Require the State's Guidance Supervisor's sign-off as part of the list of signatories to the State's Plan for Vocational Education.

3. Specify an equitable percentage of all separate program allocations under the law to be set aside for guidance purposes by the states; i.e., in all Subparts or Titles.

4. Require evidence that all students enrolled in vocational programs are receiving direct or indirect benefits from vocational guidance expenditures before extending these benefits to other students.

5. Establish limits to the proportion of guidance setaside funds which may be expended on the purchase of equipment.

6. Provide incentives to those states which target more of their vocational guidance funds to underserved groups; e.g., youth and adult offenders, limited English speaking, migrant youth.

7. Require evidence that programs are being implemented as a result of new guidance and counseling staff at local levels.

8. Emphasize the job placement function as a primary role for the school counselor who is funded in part or in whole by vocational funds.

9. Remove current restrictions on the use of vocational education funds for that student who wishes to learn an occupational skill but who also expresses the intent to acquire a baccalaureate degree.

10. Remove implied restrictions on the use of federal vocational funds for middle school and elementary school aged youth if such programs can be demonstrated as bonafide prevocational guidance in orientation.

11. Adjust age range specifications and related formula distributions to more realistically reflect today's learner; i.e., 11-17 (secondary - 42%); 18-34 (postsecondary - 28%); 35-onward (older adult - 15%).

Attachments:

A. Table III "Enrollments in Vocational Education Programs by Level and State in 1978-79".

B. Sample check sheet for the VEDS Annual Financial Status Reports required of the States.

Attachment A

TABLE 11

Table 3.17
Enrollments in vocational education programs (VEA), by level and State: 1978-79

From R. M. Wulfsberg, NCES before U.S. House of Representatives, September 17, 1980

State/territory	Total	Below grade 11	Grades 11-12	Postsecondary	Adult long-term	Adult short-term
Totals	17,268,042	4,977,371	5,483,235	1,027,510	972,790	3,806,936
Alabama	221,486	83,110	75,787	17,416	29,680	15,393
Alaska	39,620	12,112	12,170	10,884	2,818	1,636
Arizona	240,964	55,806	59,342	79,424	0	46,392
Arkansas	138,735	34,983	64,503	527	8,469	30,253
California	1,929,655	367,484	630,776	540,698	197,519	193,178
Colorado	145,732	19,778	49,396	19,275	26,813	30,470
Connecticut	209,314	120,810	62,782	10,153	6,634	8,937
Delaware	65,796	31,108	12,586	6,491	4,664	10,947
District of Columbia	23,248	9,494	11,374	598	970	812
Florida	1,151,434	445,276	347,329	62,840	100,122	296,857
Georgia	432,287	321,184	121,901	36,782	1,912	50,588
Hawaii	37,726	10,426	25,775	9,398	4,002	8,125
Idaho	44,211	13,878	16,657	4,627	218	10,631
Illinois	802,133	250,014	305,396	140,199	36,008	70,336
Indiana	223,079	49,147	60,383	38,154	6,190	69,205
Iowa	328,223	37,133	62,728	9,487	33,974	204,901
Kansas	111,598	26,707	37,348	9,366	13,781	24,396
Kentucky	292,546	92,503	91,584	4,372	18,532	85,555
Louisiana	237,973	95,173	99,401	0	25,796	37,601
Maine	43,359	5,319	13,505	1,116	2,322	21,197
Maryland	282,785	110,914	80,026	45,707	0	48,138
Massachusetts	354,324	44,621	235,117	21,272	2,216	31,098
Michigan	361,027	46,826	168,439	82,653	13,633	50,476
Minnesota	462,214	0	163,353	41,181	0	257,680
Mississippi	173,742	68,465	45,701	6,508	10,316	42,752

53

Table 3.17
Enrollments in vocational education programs (VEA), by level and State: 1978-79 — continued

State/territory	Total	Below grade 11	Grades 11-12	Postsecondary	Adult long-term	Adult short-term
Missouri	242,543	0	160,749	22,759	19,990	39,045
Montana[1]	23,885	8,272	11,704	0	989	2,920
Nebraska	99,591	16,669	35,560	15,527	4,216	27,619
Nevada	35,220	12,499	13,271	3,954	1,568	3,928
New Hampshire	48,698	14,911	26,841	5,875	485	586
New Jersey	818,536	440,524	191,597	35,797	10,408	140,210
New Mexico	56,353	21,822	20,728	536	10,351	2,916
New York	1,521,940	305,789	685,748	147,364	85,918	297,121
North Carolina	631,929	186,200	96,746	66,727	29,504	252,752
North Dakota	46,772	8,735	21,663	3,144	2,218	11,012
Ohio	825,487	372,924	197,094	18,933	23,563	212,973
Oklahoma	202,973	50,808	43,944	40,122	4,476	63,623
Oregon	216,665	33,595	106,169	38,002	9,367	29,532
Pennsylvania	441,687	81,475	181,113	43,557	17,447	118,095
Rhode Island	43,318	10,717	21,768	3,504	0	7,329
South Carolina	296,490	68,387	88,891	39,615	17,305	82,292
South Dakota	28,764	11,073	11,597	0	3,043	3,051
Tennessee	285,110	101,294	73,106	28,739	19,275	62,696
Texas	1,073,933	320,339	253,576	154,223	50,038	295,757
Utah	85,792	32,630	30,848	19,354	751	2,209
Vermont	29,736	5,895	11,598	0	174	12,069
Virginia	450,969	77,229	195,905	35,864	21,496	120,475
Washington	404,066	0	134,692	46,596	57,564	165,214
West Virginia	130,812	21,796	43,535	12,009	3,827	49,645
Wisconsin	601,272	378,639	14,365	44,918	31,601	131,749

Attachment B

1-27-81

STATE _____
Date Checked _____

FY 1980
CHECK SHEET
FOR
ANNUAL FINANCIAL STATUS REPORTS -- VRDS

Previous Year Obligations Not Liquidated
120 _____
130 _____
140 _____
150 _____

National Priority Programs (Previous Year)
Percentages _____
Matching _____

1979 Carryover Concerns

_____

1980 Concerns

_____

STATE _____

1. Maintenance of Effort

Non-Federal Outlays	Program Year 78-79	Program Year 79-80
Section 120		
Section 130		
Section 140		
Section 150		
Total		

Change _____ Percent _____

2. Matching Requirement

	Federal	Non-Federal
FY 79 outlays in FY 79		
FY 79 outlays in FY 80		
FY 79 outlays in FY 81		
Totals		
Percent		

3. National Priority Programs

FY 79 Allotments
Section 120 _____
Section 130 _____
Total _____

Requirements
Handicapped (10%) _____
(Disadvantaged) (LEP) (20%) _____
Postsec/Adult (15%) _____

	Handicapped		Postsec/Adult	
	Federal	Non-Federal	Federal	Non-Federal
FY 79 outlays in FY 79				
FY 79 outlays in FY 80				
FY 79 outlays in FY 81				
Totals				
Status				
Percent		Percent		

	Disadvantaged		LEP	
	Federal	Non-Federal	Federal	Non-Federal
FY 79 outlays in FY 79				
FY 79 outlays in FY 80				
FY 79 outlays in FY 81				
Totals				
Status				

Percent Disadvantaged and LEP _____

STATE _____

4. Sex Equity (Full-Time Personnel)

Requirement: $30,000

	Federal
FY 79 outlays in FY 79	
FY 79 outlays in FY 80	
FY 79 outlays in FY 81	
Total	
Status	

5. Displaced Homemakers

	Federal
FY 79 outlays in FY 79	
FY 79 outlays in FY 80	
FY 79 outlays in FY 81	
Total	

6. Guidance Set-Aside (Federal)

FY 79 Section 130 Allotment _____ Guidance Set-Aside _____

FY 79 outlays in FY 79	
FY 79 outlays in FY 80	
FY 79 outlays in FY 81	
Total	
Status	Percent _____

7. State and Local Administration

State Administration (Federal)

	Section 120	Section 130
FY 79 outlays in FY 79		
FY 79 outlays in FY 80		
FY 79 outlays in FY 81		
Totals		
Percent		

Local Administration (Federal)

	Section 120	Section 130
FY 79 outlays in FY 79		
FY 79 outlays in FY 80		
FY 79 outlays in FY 81		
Totals		
Percent		

STATE _____

State Administration

	Federal	Non-Federal	Total
Section 120			
FY 79 outlays in FY 80			
FY 80 outlays in FY 80			
Section 130			
FY 79 outlays in FY 80			
FY 80 outlays in FY 80			
Totals (Secs. 120 & 130)			
Percent			

Local Administration

	Federal	Non-Federal	Total
Section 120			
FY 79 outlays in FY 80			
FY 80 outlays in FY 80			
Section 130			
FY 79 outlays in FY 80			
FY 80 outlays in FY 80			
Totals (Secs. 120 & 130)			
Percent			

8. Special Disadvantaged (Section 140)

FY 79 Allotment _____

FY 79 outlays in FY 79 _____
FY 79 outlays in FY 80 _____
FY 79 outlays in FY 81 _____
Total _____

9. Consumer and Homemaking

Allotment _____
Requirement _____

Economically Depressed Areas

	Federal	Non-Federal
FY 79 outlays in FY 79		
FY 79 outlays in FY 80		
FY 79 outlays in FY 81		
Total		
Status		

Percent Section 150 Allotment Spent in Depressed Areas _____

STATE _____

FY 1980 FUNDS

10. National Priority Programs

FY 80 Allotments		Requirements	
Section 120	_____	Handicapped (10%)	_____
Section 130	_____	(Disadvantaged) (20%)	_____
Total	_____	(LEP)	_____
		Postsec/Adult (15%)	_____

	Handicapped		Postsec/Adult	
	Federal	Non-Federal	Federal	Non-Federal
FY 80 outlays in FY 80	_____	_____	_____	_____
FY 80 outlays in FY 81	_____	_____	_____	_____
FY 80 outlays in FY 82	_____	_____	_____	_____
Totals	_____	_____	_____	_____
Status	_____	_____	_____	_____
Percent	_____	Percent	_____	

	Disadvantaged		LEP	
	Federal	Non-Federal	Federal	Non-Federal
FY 80 outlays in FY 80	_____	_____	_____	_____
FY 80 outlays in FY 81	_____	_____	_____	_____
FY 80 outlays in FY 82	_____	_____	_____	_____
Totals	_____	_____	_____	_____
Status	_____	_____	_____	_____

Percent Disadvantaged and LEP _____

11. Sex Equity (Full-Time Personnel)

Requirement: $50,000

	Federal
FY 80 outlays in FY 80	_____
FY 80 outlays in FY 81	_____
FY 80 outlays in FY 82	_____
Total	_____
Status	_____

12. Displaced Homemakers

	Federal
FY 80 outlays in FY 80	_____
FY 80 outlays in FY 81	_____
FY 80 outlays in FY 82	_____
Total	_____

STATE _____

13. Guidance Set-Aside (Federal)

FY 80 Section 130 Allotment _____ Guidance Set-Aside _____

FY 80 outlays in FY 80 _____
FY 80 outlays in FY 81 _____
FY 80 outlays in FY 82 _____
Total _____

Status _____ Percent _____

14. Special Disadvantaged (Section 140)

FY 80 Allotment _____

FY 80 outlays in FY 80 _____
FY 80 outlays in FY 81 _____
FY 80 outlays in FY 82 _____
Total

15. Consumer and Homemaking

Economically Depressed Areas

Allotment _____
Requirement _____

	Federal	Non-Federal
FY 80 outlays in FY 80		
FY 80 outlays in FY 81		
FY 80 outlays in FY 82		
Total		
Status		

Percent Section 130 Allotment Spent in Depressed Areas _____

16. State Planning and Evaluation

FY 80 Allotment _____

FY 80 outlays in FY 80 _____
FY 80 outlays in FY 81 _____
FY 80 outlays in FY 82 _____

National Vocational Guidance Survey

Of 56 States and extra-State jurisdictions surveyed by Gerald Frisby, APGA Task Force Member, 26 responded; a return rate of 46%.

Following is a summary of findings as they relate to each of seven questions raised. Items have been re-grouped to facilitate study. Note that all respondents did not reply to all items.

1. Method of allocation used for disbursal of vocational guidance funds

State Agency Discretion or Assignment	Formula Only	R.F.P.	RFP/Formula Mix	Not Known/ Not Provided
5	5	2	11*	3

2. Allocation method preferred

RFP	Formula	Mixture of Both	No Preference
11*	5	5	4

3. Allocation sufficiency/excess of requests over available funds

Sufficient	Shortage (in dollars or percents)	No Response or Not Applicable
7	13*	6

Note: All "shortages" were at least 40% in excess of actual allocations; at most: the 90% shortage level was cited.

4. Eight possible uses for funds were paraphrased in the questionnaire. Inadvertently, the first two activities suggested in the legislation (134(a)) were collapsed and expressed as "initiation, implementation, and improvement--." Further, the eighth item in the legislation: "leadership for vocational guidance and exploration programs at the local level" was incorrectly stated as two separate options in the questionnaire (activity 2: additional counseling staff; activity 8: developing leadership for vocational guidance). Respondent rankings provided below are therefore treated conservatively in terms of high to low frequency use of these options:

(Highest) 1. Initiation, implementation, and improvement (of high quality vocational guidance and counseling programs and activities). This implies the inclusion of vocational counseling for children, youth, adults--.

2. Job placement and follow-up services

3. Leadership for vocational guidance (includes "additional counseling staff" at local and State levels).

4. Resource Centers for specified target populations

5. In-service training for sex-equity

89-932 O—82——5

6. Counseling for public offenders

(Lowest) 7. Vocational guidance for limited English-speaking

5. Respondent views of five activity options most needed in their states, by rank order:

FY 1979 (High) 1. Developing leadership in vocational guidance

2. Initiation, implementation, and improvement (of programs)

3. Job placement and follow-up services

4. Resource Centers

(Low) 5. Sex Equity inservice

FY 1980 (High) 1. Initiation, implementation, and improvement (of programs)

2. Developing leadership in vocational guidance

3. Job placement and follow-up services

4. Resource Centers

(Low) 5. Sex Equity inservice

6. Involvement of counselors and vocational educators in planning, approval, and monitoring local use of vocational guidance funds:

Guidance	Yes	No	Vocational Educators	Yes	No
Planning	16	5	Planning	19	3
Approval	14	10	Approval	17	6
Monitoring	15	9	Monitoring	16	8

7. Recommendations for revisions of Section 134, if any

* OK as written, or no comment: 13 states
* Increase set-aside percentage: 3 states

_____ Assign funds to SEA Guidance section for distribution.
_____ Increase specificity and clarity of the eight options.
_____ More emphasis on leadership development at the counselor preparation level.
_____ Specific proportion of set-aside assigned to placement activities.

* Inservice option should not be limited to sex equity training: 2 states
* Allow states to assume leadership through a plan which may mix formula, grant, or RFP methodology to meet identified needs: 2 states

_____ Eliminate citation of specific target populations; emphasize program development.
_____ Reiterate disadvantaged and handicapped students as legitimate targets for vocational guidance programs.
_____ Reduce options in number and generality. Be more forceful and specific.

The Contribution of Guidance and Counseling to the Employability of Youth

PREFACE

Chief among the present Administration's domestic policy concerns is the critically high level of youth unemployment, particularly its incidence among disadvantaged minority youth. Despite competing priorities and the distractions of an election year, the Executive Branch has maintained this concern, with the result that legislation targeted to this population has been introduced by both Houses of the Ninety Sixth Congress. The Youth Act of 1980 (HR 6711 and S.2385) is now at the threshhold of becoming law.

The purpose of this paper is to document the importance and centrality of guidance and counseling to the stated intent of this legislation. It will do so by providing evidence that planned interventions, coordinated by trained professional counselors in school and community settings, can significantly reduce both early and full-blown symptoms of unemployability within this target group. Furthermore, it will be proposed that these intensified guidance and counseling programs and services can be provided at a fraction of the costs associated with current compensatory and reclamation efforts.

The Legislation: A Brief Synopsis

The Youth Act of 1980 was created to meet a need that no current legislation has effectively addressed: the present and future employability of an estimated 3.5 million youth characterized as poor, deficient in academic, social, and vocational skills, and between the ages of eleven and twenty-one (sic). (These youth will not only bear the disproportionate burden of unemployment in the 80's, their number includes that 20 percent of all early adolescents who are more likely to consider suicide, become involved in substance or alcohol abuse, drop out of school,

by
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February)

become pregnant, incarcerated, or institutionalized. (See the Safe School Study, National Institute of Education, 1979.) The subject legislation aims to forestall as well as break into that portion of the disadvantagement cycle which can be modified: the skills, attitudes, knowledges, and motivation that distinguish between the employable and unemployable youth or young adult.

Two titles make up the programmatic aspects of the new Legislation. Title I, the Labor initiative, carries the CETA stimulus forward by expanding the quality and depth of assistance to the impoverished out-of-school youth of high school age and beyond (to age 21). It provides for massive infusions of targeted services through contracts or agreements between prime sponsors and educators, between the public and private sectors, between youth and employers... all with specified benchmarks of achievement by which each participant group is measured. The Education title, Title II, also focuses on the high-school aged youth falling within or below certain poverty levels, but adds the criterion of marked academic skill deficiency to the eligibility factors dictating recipient school/student selection for program funds. Additionally, the Education title is distinguished not only by its focus upon remedial education but by a minimum set aside of 25 percent for vocational training and the required involvement of community-based advisory groups in target school planning and implementation of programs.

In spite of the controversy still surrounding the Education title (see House Committee Report No. 96-1034, May 16, 1980, for examples of its perceived limitations), the educational dimension of the Youth Act exceeds in effecting a dramatic departure from a federal tradition of largely covert or fractional investments in the secondary school aged youth of this

nation. (Historically, the bulk of federal aid to education has focused upon elementary or postsecondary students - with the exceptions of Vocational Education and, more recently, Career Education. However, these latter involvements appear to have been more effective with youth who are relatively free from the disadvantagement of hard core poverty, of incipient or disabling educational, emotional, or physical handicap; youth who are - in fact - sufficiently motivated to attend school and benefit by choosing these educational alternatives.)

Clearly then, Title II's intent is unique in that secondary school educators are being challenged not only by the target population itself but by the redirection of their energies toward approaches typically associated with elementary schools. Not only must they launch a full-scale assault on basic skill deficiency, they will be required to transmit a construct of employability that places as much emphasis upon personal and social skills and work habits as it does on specific job competencies. To these ends, one particular resource in our schools - expert, available, and cost-effective - must assume a central role. The vastly underutilized school counselor may well be the key agent in this legislation; bridging the Labor and Education gap on one level, but more importantly - keeping the focus where it belongs: upon that youngster for whom this legislation is designed.

Part One: The Evidence

In a recent study undertaken by the National Institute of Education a group of scholars made up of legislators, forensic scientists, educators, sociologists, philosophers, and counselors grappled with the task of identifying and proposing resolutions for the most pressing social, educational, and occupational concerns of the eighties. Among the issues

they addressed were minority youth unemployment, the aging of America, the restructure of the secondary school, the growing demand for lifelong educational and career access, the needs of special populations-including females, the handicapped, the poor, and the foreign-born; each couched in terms of a future in which scarce resources will mandate the test of cost-benefit to their proposed solutions.

An unmistakable pattern in their recommendations was the affirmation of a strong guidance and counseling presence wherever and whenever youth and adults are to be educated, trained, or rehabilitated. It is particularly appropriate here to highlight the evidence persuading them of this presence as a contributing factor to youth employability and to supplement these data with documentation obtained from other sources.

In his comprehensive study on the cost-benefit of guidance and counseling, Herr (1980) notes that it is equally important to determine the specific as well as implied economic effectiveness of guidance programs. Such measures need to include monetary as well as non-monetary benef ts. The following elements are those he describes as representative of such benefits:

Private benefits -- Those received by individuals in the form of improvement in scholastic achievement, less dependency on drug use, increase in labor market activity.

External benefits -- Those benefits incurred by a third party (family, employee, school) which derive from the changed behavior of the individual. For example, if a school counselor were successful in preventing 10 students per year from dropping out of school, the school would continue to receive the State reimbursement associated with some weighted form of

Average Daily Membership. And, if the State Aid Ratio is $910 per student per year, retention of these 10 students would represent an economic benefit of $9,100 minus the estimate of costs to achieve such a result.

Social Benefits -- Those benefits which go beyond private or external benefits but accrue in broader terms to society as a whole are social benefits. Examples might include reductions in psychological injuries or general social anxiety or inconvenience to other persons from specific individual behavior.

While many of the benefits of guidance and counseling can be measured in monetary forms, many others cannot. Changes in personal satisfaction, feelings of competence, or improvements in inter-family functioning are difficult to monetize even though they are clearly outcomes which derive from the application of guidance and counseling.

As compared with traditional forms of process or outcome evaluation, these can be considered impact evaluation indices. Such indices might include changes in:

Future welfare payments	School attendance
Work loss, absenteeism, or unemployability	Scholastic Performance
Drug use	Mental illness
Incarceration	Medical treatment
Socially undesirable behavior	Earnings Differential

Impact evaluation of the primary prevention aspects of guidance and counseling includes the costs which might otherwise arise from treating or curing the dysfunction and the negative effects which accompany it (McDonnell, Swisher, Hu, 1979). The estimation of such benefits is often more difficult than in the estimation of costs. Such programs cannot be dealt with in the limited terms that are true of a pure experiment with

finite samples and controlled conditions. Nevertheless, if the potential of guidance and counseling is to be fully accepted and understood by policy makers and by practitioners, such analyses must be put forward.

Sussna (1977) has examined the question of measuring the benefits of a community mental health center. He begins from the "national view" of the costs and losses resulting from mental illness. His estimates for the year 1976 are as follows:

Losses of Productive Activity:

Reduced output by the labor force	$28.60 billion
Loss of homemaking services of women	1.94 "
Reduction in unpaid activities (volunteer work, recreation, etc.)	.48 "
	$31.02 billion

Sussna contends that the $31 billion figure cited is a conservative estimate of the production lost and, therefore, the potential social benefits of improved mental health. This is true because he believes that the values of homemaking services and not-for-pay services are understated. It can also be argued that many of the important outputs of community mental health centers, like other guidance and conseling settings, are preventive of the future losses we associate with the unemployed, the underemployed, or the malemployed young adult -- whether disadvantaged by race, sex, handicap, or educational deficiency.

It is important to point out that Sussna's estimates of the far lower costs of treatment and prevention (7.86 billion) can be even more dramatically cut in the school or educational construct (to less than .5 billion) because neither inpatient care nor outpatient facilities would be involved.

Results of Guidance; Some Illustrations of Need and Consequence

-- In combatting alienation:

1 -- In a Baltimore project providing counseling and support services, non delinquent youth were matched by age and background to pre-delinquent and potentially delinquent children. It was found that in comparison to a control group, those exposed to this program had a lower rate of recidivism for truancy, runaway, and ungovernability (Mayor's Office of Manpower Resources, 1974).

2 -- A program of short-term behavioral intervention with families of delinquent males and females was found to significantly increase family interaction and reduce recidivism (Alexander & Parsons, 1973).

3 -- A counseling program specifically combined with supportive instruction has been found to be successful in motivating truant, low income boys back to regular attendance in school (Grala & McCauley, 1976).

4 -- Male (N = 321) and female (N = 23) offenders enrolled in adult basic education, general educational development and vocational courses in eight Pennsylvania correctional institutions concluded that a lack of sufficient counseling services was a problem. They ranked career counseling as number one among seven needed services (Lewis & Boyle, 1976).

5 -- Braden (1979) notes two projects in his home state of Kentucky which were designed for high-risk junior high school age youth and for first-time offenders, respectively. "Project Succeed" (Louisville) operates as a school within a school and offers a specialized curriculum emphasizing career education and job preparation, intensive home-school coordination and guidance and counseling. Attributed to counseling services were improvements in attendance and reductions in police and court contacts. "Project Way Out" (Jefferson) fills a service gap between probation and group home supervision for juvenile offenders. Counseling effects were reported by employers of 90 percent of these graduates as increased dependability and task completion. Later observations showed these youth as "sharply reducing the incidence of offenses requiring detention with substantial gains measured on attitude and self-concept scales administered on the work site."

6 -- Gibboney and Associates (1977) studied the Philadelphia Career Intern Program over its two year pilot stage. This program was targeted to 250 actual/potential school dropouts and emphasized counseling, career planning, classroom learning and work experience. Three age cohorts were matched with controls to determine treatment effects. Distinctions between the groups were found in school recidivism (85 percent of control dropped out of school versus 33 percent of program participants) and goal setting; i.e., further education and training after high school were targeted and realized by 30 percent of male participants and 50 percent of female participants.

-- In building self-esteem:

7 -- Adolescent Black males who have been assisted to decide upon vocational objectives have been found to have more positive self concepts than do those who have not (Jones, Tailt, Washington & Silcott, 1975).

8 -- In one Chicago school district, a counseling program was designed to improve the self-esteem of students in hopes that it would reduce the number ofschool dropouts which previously had been shown to average 9.2 percent in the secondary school. It was found that as a result of the individual and group counseling in the program there was a significant reduction in the dropout rate. Because of the success of the secondary school program, a similar but modified counseling approach was instituted in the elementary schools. Among the results were a mean improvement in excess of 10 days per semester in attendance which represented a minimum increase of 4,350 instructional hours for the students involved; 77.4 percent of the pupils improved on a measure of pupil conduct and social adjustment; there was a significant increase in general achievement and in reading among the students involved in the program (Bennett, 1975).

9 -- Inner city male youth served as indigenous role models to youngsters in a Philadelphia Day Care Center. Positive changes in attitude and behavior were observed in the male role models by their mentors and teachers. Both these youth and the younger children agreed on the need for increased counseling in the program (Pittman, A. and McWhorter, S. 1974).

10 -- Berryman (1978) and Miller and Simon (1978) suggest that counseled youth holding their first jobs were more like their "satisfyingly" employed adult counterparts in two areas than were non-counseled youth. Specifically, such youth tend to show lower levels of absenteeism from the job than do non-counseled employed youth; expressing similar definitions of what makes a job attractive (opportunity to do something meaningful, a chance for personal growth, and sufficient intellectual stimulation).

11 -- The University of California, Los Angeles (1978) matched experimental and control groups for purposes of studying the effects of intensified career counseling on the vocational maturity of inner-city high school youth. The results of the one year experiment indicated that controls raised their attitude and competency scores by only one-half of one percentage point, while targeted students showed 20 percent post treatment gains in both areas.

12 -- Andrisani (1979 and Ellwood (1979 suggest differential effects upon counseled males and females when brief periods of unemployment followed high school tenure. Unsuccessfu' males were more able to adjust their expectations downward o minimum wage or below), apply different job search techniques, or even "hold out" for higher wages if they had worked even briefly

during high school. Females, on the other hand, were more likely to cease the job hunt entirely, turning to parenthood or continued education as alternatives. Neither group reported decreased self-confidence or negative attitudes toward work.

— In improving academic achievement:

13 -- In Philadelphia, a counseling service project has been established to provide remedial and preventive services as needed by ESEA Title I eligible children in participating schools. Counselor teams work closely with teachers, principals, and parents in providing psychodiagnostic and counseling services. They share mental health principles and practices (e.g., classroom management, child development) with teachers and parents to enhance the positive development of the children. Counselors also provide crisis intervention services as needed. Results have been as follows: teachers rated the services as "good" or "excellent;" of 378 parents who responded to a questionnaire, 90% said that the counselors helped their children; 81% of the 54 pupils who completed an individualized learning therapy program gained at least one instructional level (Philadelphia School District, 1976).

14 -- New York City schools have also reported similar findings to Philadelphia in their institution of the Auxiliary Services Program. In this program, counseling, remedial math, and remedial reading, as well as high school equivalency study were combined to focus on the academic achievement of Title I students who were two or more years below grade level. Students participating in these remedial programs showed statistically significant growth in achievement (Bertoldi, A. R., 1975).

15 — Adolescent mothers receiving 12 months of concentrated counseling in parenting skills agreed to complete a high school or vocational program in a quid pro quo arrangement. Of this group, 65% fulfilled their contracts, with 59% of these females electing to continue their education in a college setting (Lewis, 1975).

16 — A review of educational research conducted by a large state school system showed that when career guidance and counseling services were provided in the nine districts studied to a target group of disadvantaged youth identified in each location, 73% of these youth completed their education. Their employers imported their entry job skills as marketable, but gave higher marks to their academic standing and their personal confidence (San Mateo Educational Resources Center, 1979).

-- In Organized Guidance Programs for In-School and Out-Of-School Youth:

17 -- In one study a group counseling intervention was combined with teaching materials designed to aid students in improv' g their career maturity and decision making skills. High sc' >l students, both academic and non-academic in orientation, were involved over a ten week period. As a result of the program, student reported outcomes were that they now knew more about

occupational choices (62%); could go about getting information (73%); could recognize their values and use them in making decisions (76%); consider and rank alternatives according to the ones that are best for them (68%); could make career decisions (82%); and, that they could see that their first and second occupational choices made before the program may not be the best for them (Egner & Jackson, 1978).

18 -- Female students exposed to a systematic career guidance class dealing with such topics as values clarification, decision-making, job satisfaction, sources of occupational information, workpower projections and career planning are found to have greater gains on self knowledge and the relation of self knowledge to occupations, and to engage in a greater number of career planning activities than do students exposed only to individual counseling or to no treatment (Knosh & Grimm, 1976).

19 -- Teenage Women in Nontraditional Employment (TWINE) is operated by the Economic Opportunity Board of Clark County, Nevada. TWINE's goal is to familiarize low-income teenaged mothers with the skills and tools needed in construction trades and home weatherization, prepare them for apprenticeship tests and place them in jobs. So far, the young women have completed four home rehabilitation and weatherization projects. Part-way through the project there had been 200 apprenticeship placements, two referrals to other programs and two "non-positive" terminations. The most serious problem has been a lack of in-depth counseling to overcome the doubts many young women have about their abilities to handle construction jobs. Also, program officials note, many women lose interest in construction jobs when they get first-hand experience of the actual working conditions. (Sheppard, 1979).

20 -- All youth programs established in Orange County, CA reported the need for more counseling, both personal and career. Most barriers to learning and adjustment were found to be non-job skill related. "We need helping adults with the sensitivity and understanding to counsel an alcoholic youngster, a kid who has been busted, or kicked out. These counseling skills are as much in demand as are skills which teach the proper method to hold a hammer, strip a wire, or lay a carpet." (Orange County Manpower Commission, Nov. 1, 1978).

21 -- Computer-based career guidance systems using experimental and control groups of students have shown that targeted youth make larger gains in planfulness, knowledge of career resources, and the costs and risks associated with these options (Myers, R., Lindeman, R., and Thompson, A., 1975).

22 -- Kane and Frazee (1978) surveyed a national sample of females (N=3070) enrolled in nontraditional occupational courses in area vocational schools to determine what factors contributed to their choice, persistence, and future plans. Counselors were indentified as second only to "mothers" as the most influential support system by these young women.

23 -- Lennon (1979) reports on six federally-funded programs located in Columbia, Missouri; Westport, Connecticut; Portland, Oregon; Fullerton, California; Syosset, New York; St. Paul, Minnesota. Each focuses on either the handicapped, disadvantaged, or drop-out prone youth of high school age, but all programs are characterized by counselor coordination and management. Final reports issued showed significant gains by participants in areas of school attendance, achievement, socialization, and career planning skills.

-- In Transition to Work; Search and Placement

24 -- The technology of job search counseling techniques was followed up with over 3,000 clients in nine major American cities. A consistent finding in the 6 cities where clients were matched with controls was that two-thirds of the clients instructed were able to find work as opposed to one-third (or less) of the controls. Virtually all of the successful counselees obtained jobs in less than 4 weeks while controls took 53 or more days to find work (Wegmann, 1979).

25 -- Mason (1974) has reported a number of studies done in various state offices of the Employment Service focused upon the question; Does counseling help people get jobs? In one study, 10,000 applicants were studied who had received an average of two counseling interviews each during 1972-73 in one of four states: Iowa, Missouri, Utah, or Wisconsin. The study showed that in Missouri and Iowa, the placement rate for counseled applicants was twice that for all applicants serviced. In Missouri, 40 percent of those receiving counseling were placed in jobs compared with only 20 percent of all applicants. The comparable figures in Iowa were 53 percent and 27 percent. In Utah 41 percent of counselor assisted individuals were placed compared with 24 percent for all applicants.

In Wisconsin, the records of a random sample of recent applicants who had received counseling were compared with an equal sample of those who had not. Thirty percent of those counseled were placed compared with 16 percent of those who had not been counseled. It might be noted here as well that the outcomes of this study are particularly important because they refer to counseled applicants who were more difficult to place than those not counseled. In Wisconsin, for example, 64 percent of the counseled applicants had two or more employment barriers (such as being poor, disadvantaged, handicapped, school dropout) as compared with only 28 percent of the group not counseled.

Among disadvantaged applicants in Wisconsin, 38 percent of those who had received counseling were placed in jobs whereas none of the "not counseled" was placed. For the handicapped the story was even more dramatic with 69 percent of those counseled being placed compared with none who received no counseling.

26 -- One program in Missouri which devoted forty weeks of intensive training to changing self defeating attitudes into self confidence as well as having the participants rehearse simulated job interviews resulted in 84.9% of the participants obtaining employment. Another related program concentrated on teaching unemployed persons (many of whom had been unemployed for 3 to 10 years) self-placement techniques which could facilitate their search for employment. Clients increased skills in writing application letters, preparing resumes, participating in simulated interviews, and assessing past experience. Employment was obtained by 80% of the participants (Aiken, et. al, 1976; Lazarus, 1966).

27 -- Philbrick (1975) surveyed the records of the Utah State Bureau of Employment Security for the year 1973-74. He found that those clients receiving counseling services were 57.4% more able to find placement than those who did not receive such service. It was also discovered that employability increased with the number of interviews conducted with the client.

28 -- Kunce, Miller, and Cope (1974) studied data from across the United States on the effects of counseling on rehabilitation clients. The results of their research indicated that both long term and short term counseling contact has advantages in rehabilitation but in differing directions. Long term interventions tend to correlate with higher salaries among rehabilitants, while short term contacts tend to lead to more placements among those considered rehabilitated. In addition it was found that "the percentage of monies allocated for counseling and training tend to favorably influence final salary."

29 -- The U. S. Department of Labor's Manpower Administration (1974) reported on the findings of the Texas Counseling Research Project. This project, which studied the outcomes for 668 persons referred to counselors, indicated that approximately twice the number of the counseled persons were placed as compared to a non-counseled central group.

30 -- Frisby (1979) reports that within the Balance of State of Maryland (nine counties on the Eastern Shore and three Southern Maryland counties) a total of 373 economically disadvantaged in-school juniors and seniors are receiving employability development training and work experience. The success of these programs has been attributed to the comprehensive guidance services that have supported the "hands-on" work experience. The emphasis on self-concept development, work and personal values, and on job seeking, finding, and keeping skills has resulted in an overall 75% placement rate for these "employable" youth. Frisby credits this placement rate to the identification and subsequent reduction of six barriers to employment: poor work habits, lack of occupational information, poor self-concept, unrealistic aspiration levels, lack of adequate role models, and limited exposure to assessment materials normed on similar groups.

31 -- Lowell, Massachussetts is one of fifteen sites in the U.S. where the job search club method is being tested by the Department of Labor as an alternative to referral of eligibles to traditional CETA programs, skill centers, or to public service employment. Five weeks of intensive counseling and job inquiry techniques are offered to groups of 10 - 12 individuals at a cost of $500 per client vs. $4,500 a year for welfare payments, or $10,000 to $20,000 a year for public service job placement. Placement rates for these participants is currently at the 80 percent level, with an estimated savings to local taxpayers of $1.5 million (Pine, 1980).

32 -- Richmond (1979), Buzzell and Denbo (1979), Healas (1978) and Conroy (1979) suggest strong guidance elements in vocational programs can counteract the short lived labor market advantage (about four years) enjoyed by graduates. Specifically, in those programs where counseling was provided prior to, during, and following training, smaller differences existed between male and female earning power; a trend toward electing continuing training and education was observed; measurable improvements were recorded in assertiveness and self-image, knowledge of job skill transferability.

33 -- Appelbaum and Koppel (1978) and Stephenson (1979) found that work experience during high school tenure, combined with counseling in job interview skills, personal behavior and dress, working with authority figures, and developing job contact networks were significantly associated with securing immediate post high school employment, regardless of vocational skill level.

Note: The writer wishes to acknowledge that several of these illustrations of counseling's effectiveness were drawn from a book chapter, in press, by Edwin L. Herr: The Demonstrated Effects of Guidance and Counseling on Three Dimensions, in The Foundations for Policy in Guidance and Counseling (Edwin Herr and Nancy Pinson, Editors).

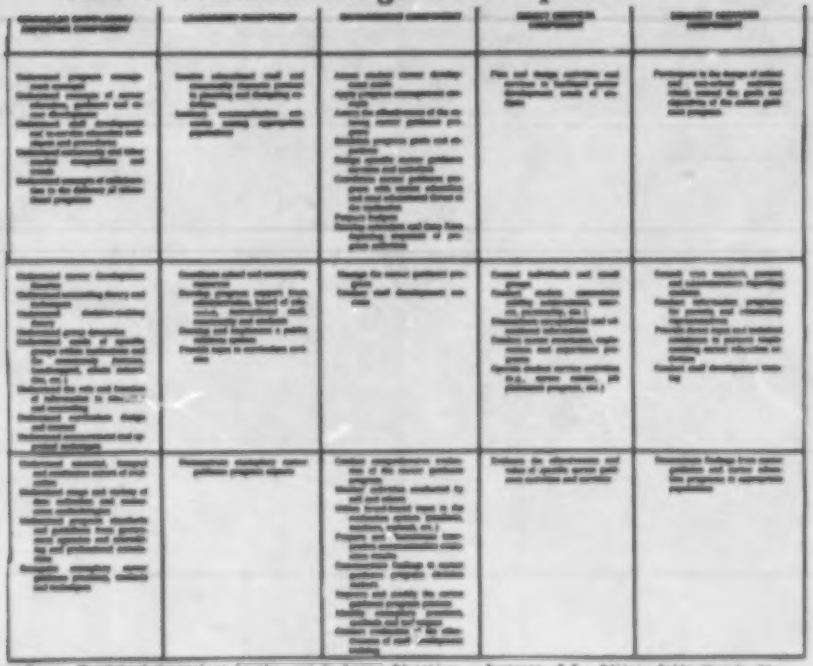
Part Two: Elements of a Comprehensive Career Guidance System

A. The Ideal . . . for Many Students

Most career development theorists agree that systems evolve from a combination of identified needs, available resources, and the management skills of those who operate them. (Less often discussed is the power of those managers to restore depleted resources, to shift or modify system components, and to continually evaluate those systems as to their utility to their intended beneficiaries.)

While the model attached (Burtnett, et al, 1980) assumes the necessary resources, staff skills, and community involvement as a given — it is a useful illustration of the expectations held of the counselor in terms of full services to an entire youth population. There are no explicit goal statements for the disadvantaged youth, for example, nor are certain skills of employability as defined by the proposed legislation, the National Assessment of Education Progress (1979), and Hoyt (1979) — among others —identified as counseling objectives. That is, the transmittal or support of basic academic skills, good work habits, job seeking/finding/and keeping skills, skills in overcoming bias and stereotyping, skills in relating the work place to one's abilities and preferred life styles may only be assumed as a function of this and other traditional guidance models.

Career Guidance Program Components



From: The School Counselors Involvement in Career Education , Burnett, F.E., Editor, Falls Church, VA: American Personnel and Guidance Association 119807.

B. Needed for Disadvantaged Students

Davidson (1980) has proposed a brave departure from the typical guidance program for these youth. In her model, counselors would serve as youth advisors and family counselors -- turning much of the actual youth-directed counseling over to the students themselves. Some extrapolations from her thinking follow:

1. Counseling and Guidance

The nature of the counseling services proposed in what may become a new version of youth employment legislation can gain through being diverse and nontraditional. The focus should be on developing decision-making, problem-solving, and self-management skills; coping with change and engineering one's career and future. Counseling responsibilities will be delegated mainly to youth with consultation from professionals and counselors. This will result in the development of peer networks, self-help groups, advocacy bodies which rely less on counselor presence than on counselor advisement and support. Guidance activities will include information collecting, analyzing and evaluating resource materials and planning dissemination strategies. Counseling and guidance services will also be provided by paraprofessionals, professionals, employers, parents, the clergy and community lay persons.

2. Parent/Community Involvement

The development and potential success of the proposed legislation is dependent on the support and cooperation of parents and the lay community. These are critical resources which can provide the credentials, reinforcement, and linkages

necessary for its accountability as well as its success. They must be an integral part of the planning, development, and implementation of this federal initiative at the local level. Although young people will be the key actors, they will utilize consultants for the expertise needed in many areas; they will negotiate with parents, school personnel, business, and industry for education and training services; they will "broker" the services of other programs and agencies; and they will provide a resource to help present programs and services in the community.

3. Business and Industry

Business and Industry are beginning to focus very actively on forecasting and projecting future needs and services. Their vested interests in increasing profits and improving the quality of the labor supply, combined with a desire to help young people, provide a timely opportunity to use this resource. Business and industry are concerned about youth development as an investment in addition to their commitment to fairness and equality. From the labor market projections for the 1980's, selected companies from the key-growth industries: steel, metals and mining; aerospace; instruments; publishing; paper and forest products; real estate and housing; leisure time and services, should be equal partners with parents and community in a Futures Employment Task Force. Coordinated planning by this task force would focus on minimizing the problems presently inherent in getting young people into the labor market. The goal would be to design the kind of training and education program that prepares youth for future occupations.

Program Model

1. Youth Planning and Development

Any initial local planning phase will be strengthened if involved youth are permitted to contribute.

Through work teams, youth could assume much of the responsibility for proposed programs. Some participants could administer and manage. Others could do research and analysis of labor-market trends, deliver some pre-determined services to others in the community and offer other support services (clerical, maintenance). A Board of Coordinators can be a chief resource with members assigned to each team to serve as arbitrators, connectors with other teams and activities, and, if necessary, serve as the final authority to resolve conflict.

Also provided should be experiences equipping youth with the skills necessary to deliver counseling and guidance services to other youth, to become aware of and capable of initiating effective community resource development and utilization, to perform community needs assessment with appropriate planning and follow-through, and to initiate dialogue with and negotiate for education and training with the school system and private industry.

At the end of this intensive training period, these young people should have designed and be prepared to implement a comprehensive advocacy system. They should be able to provide specific services (guidance, tutoring, job development, brokering services) to other youth, perhaps by age groups: 16-18, 12-14, and 10-12. They could provide services for other groups:

parents, teachers, senior citizens, community programs and organizations. Most importantly, they will have determined what the local labor-market future needs will be and will have initiated negotiations with businesses, industry and educational institutions to develop training/education and job opportunities in their community to meet these needs.

During implementation of programs, selected adult advisors could be instrumental in helping participants to develop and implement training designed to provide appropriate internships, to expand the resource network, and serve as teachers/counselors. They would develop one-to-one relationships with the program participants, helping them shape and refine their personal "futures" scripts. It is anticipated that corporations/businesses will view this as a development of a skilled, highly motivated future labor supply, both for new job opportunities as well as replacements for workers who need retraining.

2. Parents and Other Community Members

Parents of participants enrolled in targeted schools would be particularly encouraged to become involved. In addition to inviting them to attend and participate in scheduled meetings, special newsletters, seminars, and telephone chains (A calls B with a news item; B calls C and C-D) would be utilized. They would be encouraged to provide their children with detailed information about their jobs, allowing them to spend a day or two with them there, and provide the information necessary to write a biography or family anecdotal record.

Retired and elder members of the community could also be tapped for consultation. Nonunion, experienced carpenters, electricians, and engineers could be used to teach special skills. Teachers and counselors could be called on to write proposals, edit reports, design training sessions, plan seminars, etc. These could be as paid consultants or in exchange for services youth could provide to the community, particularly with senior citizens (Davidson, 1980, p. 25-28).

C. The Actual Status of a Majority of Secondary School Guidance Programs

While most high schools can claim at least one trained and certified counselor, a fairly respectable library of educational and career materials, a space or office where counseling can occur, and where confidential files (if any) may be kept -- rarely do these counselors enjoy:

- full or even part-time clerical or paraprofessional help;
- sufficient space for group activity
- advanced systems for accessing career information
- the time necessary to work with students
- administrative support and priority
- authority to mobilize staff and community resources
- familiarity with labor-market trends and issues
- opportunities to upgrade their skills
- exposure to the sociology of occupations; the vocabulary of the work place, the employer, the labor union
- the funds needed to update their counseling tools, tests, and inventories to reflect culture-free and sex-fair advances
- sophisticated levels of ability in management, evaluation, and staff coordination, or

- sufficient understanding of and experience with those from other cultures, with different value orientations, or unique special needs.

Clearly, the discrepancy between the ideal and actual capacity of a typical guidance staff is a function of resource allocation (of time, funds, and professional development opportunities). The motivation to accomplish the apparently impossible dies hard in this group, however. Their suggestions and recommendations follow in a paraphrase of a California publication.[1]

Part Three: What the Schools Need to Assure Maximum Capacity Output from Their Guidance Staffs as the Youth Initiative Becomes Realized

A.

1. The administrative support necessary to incorporate guidance issues into the curriculum: Schedule program topics focused on student-identified concerns. Conduct independent guidance projects in the community. Offer race relations and human relations courses. Lead social studies research classes in which students compile information about the labor market.
2. The time needed to improve coordination with local community resource people: Identify career advisors, old girl/old boy networks, living witnesses; establish advisory committees, work with citizen activists, urban leagues, community agencies;

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[1]A majority of these recommendations were stimulated by "Lost in the Shuffle: A Report on the Guidance System in California Secondary Schools, Santa Barbara: The Citizen's Policy Center, 1979.

identify work experience sites; help students set up their own businesses, peer counseling systems; arrange for their volunteer work with indigent and aging.

3. A policy which decreases the burden of clerical and administrative duties so as to increase counselor availability to students. Set up a system that lets students register themselves for classes, conduct assemblies to explain graduation requirements, vocational training opportunities, work study and internship options. Offer time management training to counselors and administrators. Seek clerical resource help from business and computer science classes, through colleague CETA personnel, and parent volunteers.

4. The encouragement of student involvement and input: Develop student ombudsmen, information specialists, and a more equitable student government representation. Request student help in designing guidance services, identifying community services to be performed, establishing student performance codes, and in adjudicating any violation to these codes.

5. Provide incentives to schools which develop new roles for their counselors as Community Resource Coordinators.

6. Require school systems to submit plans which specify the resources needed to update the training, recruitment, certification and continuing education of their guidance staffs.

7. Provide funds to higher education institutions that commit themselves to: recruiting minorities into counselor training programs, developing counselor training sequences which equip future practitioners with the skills needed to reach work-bound youth and adults; entering into cooperative agreements with local business and industry for internships, exchange programs;

collaborative research on the discrepancy between job readiness and actual job availability.

8. Earmark special infusions of guidance funds, resources, and facilities to schools where disadvantaged students are present in large numbers.

B. Suggestions for Research and Exemplary Activities to be Supported by the Secretary of Education through Discretionary Set-Asides

Note: The February, 1980 Report of the Joint Economic Committee of Congress devoted considerable attention to the employment issue, particularly to the effects upon national productivity of the current high levels of youth unemployment. Three of nine recommendations (numbers 16, 17, and 18) speak particularly to the counseling and information needs of these youth, with emphasis upon "making connections between basic educational skills and future employment opportunities", "identifying and assisting the economically disadvantaged minority youth", and "programs which prevent premature school leaving or provide alternatives to conventional educational methods for school dropouts."

Research on Youth Employability

1. Longitudinal studies are needed on the effects of school-based counseling interventions upon disadvantaged youth; how do these compare with community-based services to the same cohort in terms of meaningful job placement and mobility?

2. Career aspirations of minority females and males should be studied to compare their (a) source, (b) their realism, (c) their feasibility, (d) their durability, and (e) their capacity for modification by certain advocates and/or systems.

3. Study is needed on the differing effects on urban, minority youth of self-contained career guidance programs and those programs which combine career guidance with other services such as education, employment, family counseling, peer coun ling, community service, etc.

4. Identify the most effective delivery systems for job training, job seeking, finding, and keeping skills as they relate to youth and young adults who are handicapped, disadvantaged, or members of a racial or ethnic minority group.

5. Design research that attempts to answer the following questions:

   a. What are the factors determining an individual's chances in today's labor market?

   b. Have federal laws made an appreciable difference in hiring patterns? in actual numbers of job openings?

   c. Does the vocational education system that worked once for a white male constituency still work today for black males, white females, black females?

6. Study is needed on the relationship of guidance services to later job status of vocational graduates, liberal arts graduates, and graduates exposed to career education methods of instruction.

Note 1: Cronin (1980) and Ashenfelter (1976) would probably add three other research questions to this agenda: Why is the current labor market advantage enjoyed by vocational program graduates "limited" to the four years immediately following high school? What will be the longitudinal effects of earlier career exploration programs launched in elementary and middle schools? Why aren't disadvantaged, gifted, or "alienated" students attracted to today's vocational programs?

Note 2: Smith (1980) suggests that the much publicized distinctions between the effectiveness of summer job programs for youth in Baltimore and Washington, D.C., might be more correctly attributed to the predominant and visible work force models in each city. In Baltimore, youth see blue-collar workers rewarded by a community undergoing a renaissance of re-building whereas Washington's models are a hidden but known elite of white-collar government workers for the most part. Washington youth rarely see or hear praise for those who undergird that city, and see no connection between their subsistence level job assignments and what they perceive as the more desirable "top" jobs in the bureaucracy.

Note 3: There is mounting evidence (Grasso and Shea (a), 1979, p. 156) that participating females benefit more from vocational education than do males; that vocational education is "better at securing initial job placement than establishing a long term labor market advantage" (Grasso and Shea (b), p. 159); and that vocational education - by itself - can only predict potential access to a third of today's job market (Mangum, 1976). School-based programs combining counseling, job-search techniques, remedial education, work experience, and skill training - on the other hand - would not only appear to be better predictors of sustained and satisfying employment for both sexes but would expand job opportunities to 81 percent of the current market.

Exemplary and Innovative Studies and Models

1. Involve youth, particularly minority youth, in the planning, implementation and evaluation of community resource development programs. Focus could be placed on employment, consumer awareness, economics, family life, health and nutrition, housing, and transportation.
2. Establish day care centers for the infants and children of disadvantaged teenage parents. Staff these centers with counselor supervisors, with the teen-age parents serving as paraprofessionals and aides.
3. Construct an ancillary teaching/counseling staff of service industry personnel. Arrange for their regular instruction on the need for communication and interpersonal skills in today's service-oriented economy.
4. Develop work experience sites in nursing homes, area agencies for aging, hospitals, and nutrition centers.

Summary

Readying disadvantaged youth to compete successfully with their more advantaged peers for unsubsidized employment must become the long-term objective of the Education title of the subject legislation. While the companion effort launched through the LABOR title will attempt to correct

for these inequities of readiness *in vivo*, the Administration has properly assigned a first priority to identifying and treating their root causes among the in-school population of these youth.

Research suggests that the presence of a highly competent and resourceful guidance and counseling staff in each of the targeted schools and communities can increase the power of education to address these early symptoms--well before they become the entrenched human statistic provoking the present action. Because this profession's primary concern lies with the individual, its practitioners are better able to mediate connections made by the student between the ultimately personal decision that is employability - and the academic, social, and vocational skills that make up its substance.

Counselors have learned, through first-hand experience, that minority youth unemployment - unlike youth unemployment in general - cannot be attributed solely to lack of specific job skills, work motivation, or even the ability to communicate these accomplishments to potential employers. They have also learned that they and their colleague educators will need to employ radical new approaches if the perceptions of these youth that schools are detached, if not unsympathetic learning environments - are to change. Their own proposed contributions: among them the mobilization of community resources and peer support systems, heightened family contact, the use of indigenous role models, and a completely overhauled construct of job information, readiness, exploration, search, placement, and follow-up are but a few of the essential actions education will need to take if the cycle of disadvantagement is to be arrested in mid-course.

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Attachment: 5

The American Personnel and Guidance Association

ABSTRACT: The Six Percent Setaside for Vocational Guidance: Rationale for its application to all State brokered Vocational Education Programs

Under current vocational education law (Title II of P.L. 94-482), there are four (4) major subparts devoted to State Vocational Education Programs in Part A. Subparts 2 and 3 (the Basic Grant and the Program Improvement and Supportive Services Grant) receive a single appropriation which is subsequently divided - 80/20 - for those purposes. Within Subpart 3, Section 134 requires that at least 20 percent of funds appropriated for that Subpart be expended on vocational guidance. This percentage can be translated -- in real terms -- to a 4 percent setaside of the amounts appropriated for Subparts 2 and 3 in combination.

Because no such assurance that guidance services will be provided to recipients of "regular" programs (Subpart 2), disadvantaged programs (Subpart 4), consumer and homemaking programs (Subpart 5), or for State Administrative purposes (Section 102-d), exists, the request for a six percent setaside for these purposes from each State *program subpart's appropriation is viewed as both reasonable and essential.

Documentation supporting this need to institutionalize vocational guidance programs and services within regular programs, work study programs, cooperative education programs, programs for the disadvantaged and handicapped, consumer and homemaking programs, and residential vocational schools has been obtained from:

* two national surveys of state guidance personnel (see attachments 1 and 2),
* The NVGA/AVA joint publication on vocational education (see attachment 3),
* The research literature on youth unemployment vis a vis the cost-effectiveness of guidance and counseling (see attachment 4), and
* H.R.4974 The Vocational Guidance Act of 1981, introduced on November 13,1981 by Congressmen Kildee (D-MI) and Goodling (D-PA).

The recommended six percent setaside from each major state vocational program appropriation for guidance programs would -- we believe-- assure that all program recipients will receive the minimum guidance and counseling, placement and follow-up services to which they are entitled. Furthermore, if current appropriations for Subparts 2 through 5, plus 102 (d) - Administration - are utilized as an example, the presumed national setaside for vocational guidance would translate into a state expenditure increased by less than $200 thousand per jurisdiction. In effect, this assurance that a redeployment of existing appropriations will recognize the vocational counseling needs of all who participate in vocational education at the local level will extend counseling benefits to four additional program areas without increasing federal dollar costs. This will be accomplished if each subject state program takes on its equitable share of this institutionalization and accountability for guidance services by reassigning six percent of its targeted funds to these ends.

*NOTE: Part B (National Programs) has not been viewed as a potential source for guidance setaside purposes.

Mr. KILDEE. So that we may gather your collective wisdom, and you may comment upon that of others, I think we will continue with the witnesses, and then begin questioning after hearing from the entire panel.

STATEMENT OF JEFFREY W. DRAKE, COORDINATOR OF CAREER DEVELOPMENT, GENESEE INTERMEDIATE SCHOOL DISTRICT, FLINT, MICH.

Dr. DRAKE. Good morning, Mr. Chairman, and members of the subcommittee. My name is Jeffrey Drake, and I am a coordinator for career development with the Genesee Intermediate School District in Flint, Mich., where I service the kindergarten through 12th grade schools, the community college, and also nonpublic schools.

I am very honored to represent the American Personnel and Guidance Association, the Michigan Personnel and Guidance Association, and also as past president of the Michigan Vocational Guidance Association and the Genesee Area Personnel and Guidance Association.

I am very pleased to represent them. My purpose today is to give testimony on the need for vocational guidance, how it is delivered, and some objective outcomes that we have found in not only Flint, but in Michigan.

With all this honor, in Flint, Mich., we also have a very dubious honor, and that has been several times we have been the city with the highest unemployment rate in the country. And in fact, just this morning, I heard that General Motors' bond rating has dropped from AAA to an AA, meaning—and this is the first time since the depression that that has occurred.

So, the economy is very real to us in Flint, and we are doing our best to link education with business so that we prepare our students, so that they can enter the world of work.

We found a need in the State of Michigan, through the Michigan educational assessment program, we did a study on career development, and we found that, though secondary school students know how to make decisions and make plans, they have difficulty linking those processes with the real world of work.

And, so, we have found that to be true, as well as in a recent study with the Flint community schools, again, those students wanted more vocational guidance, they wanted more vocational education training programs, and they cited that type of need.

We found, in the Flint area and in Michigan, that if we approach vocational guidance in a structured way, that the outcomes are improved for the youth and adults that we work with.

In fact, when we compare traditional guidance—that is, talking with the student about vocational options, compared to actually structuring that experience, we found that the students and adults involved with the structured experience, do improve in planning and decisionmaking skills.

For example, at the Godwin Heights High School, there was a study just completed where 85 percent of the ninth-graders that went through that program were better prepared in knowing what high school courses they should take to get prepared for work; had better information on what to do; a better idea of job outlook; how

to use career resource centers; fill out job applications, and also took the responsibility for their future.

They became more goal directed.

We like to mix in technology because computers are with us. At the Genesee Intermediate School District, we developed a program called the educational and career exploration system. In a study with that, we found that students had a better knowledge of resources for exploration; they could plan better vocationally; and they knew how to use information for decisionmaking as a result of that.

We also use the Michigan occupational information system through a structured guidance approach, and find that to be a very effective way of dealing with vocational guidance.

We found that the combination of counselors, computers, and career resource centers through a structured approach has the greatest gains for the youth and adults that we work with.

The private sector is very much involved in the Flint area, through our chamber of commerce, the business and education coordinating council is housed there; we have a day-on-the-job program there; we have career conferences where people from business go into the schools, and they just have recently started a preemployment center which really is working on the attitude of youth, getting ready for the world of work.

Alined with that, we have had a career guidance institute. In fact, we are now in our fourth career guidance institute, and an interesting statistic which I am very proud of is that 100 percent of the participants now have a better perspective of the business community as a result of that.

The cooperation among business, education, government, industry and labor that is occurring with that institute, is really promising for us. And we also have Oakland University working with us so that we do provide graduate credit for those educators who are wanting such credit.

For postsecondary education, Mott Community College is also working in that direction. We are really in a very much of a changing world for youth and adults, with robotics, ultrasonics, lasers, micrographics, and information and word processing, we really need to deal with youth and adults, and show them what is going to be happening in the future.

To conclude, I have found that quality vocational guidance produces goal-directed youth and adults, and through vocational education training at schools such as our Genesee Area Skill Center, they become productive, taxpaying workers in our society.

So, through vocational education, vocational guidance, involving the private sector, we can enhance and develop the economy of not only Flint, but of Michigan and the United States.

Thank you.

[The prepared statement of Dr. Jeffrey Drake follows:]

PREPARED STATEMENT OF JEFFREY W. DRAKE, PH. D., COORDINATOR OF CAREER DEVELOPMENT, GENESEE INTERMEDIATE SCHOOL DISTRICT, FLINT, MICH.

Mr. Chairman and Members of the Subcommittee:

My name is Jeffrey Drake, Coordinator of Career Development for the Genesee Intermediate School District, Flint, Michigan. In my job I provide coordination and consultation to improve vocational guidance and placement services at the 21 constituent K-12 school districts in Genesee County and at Mott Community College. This represents 100,600 K-12 public students, 6,000 nonpublic students, and 10,800 community college students.

I am honored to represent the American Personnel and Guidance Association and the Michigan Personnel and Guidance Association, representing 40,000 and 2,000 counseling professionals, respectively. As Past President for the Michigan Vocational Guidance Association and the Genesee Area Personnel and Guidance Association, I am also honored to represent these associations.

Since I am from Flint, Michigan, my testimony will present a local and state perspective. This testimony will include comments which also may relate to a national perspective.

The need for vocational guidance is apparent. A 1980 state-wide study in Michigan points out that while seventh and tenth grade students may have some vocational decision-making and planning skills, they have difficulty linking these skills with the real world of work. In a recent Flint study, more than half of the students felt a need for more vocational training programs, more help in finding a job, and more available career information.

When youth and adults are faced with a vocational choice, they have difficulty in determining a preferred vocational option. Traditionally, vocational guidance and counseling is provided by talking with youth and adults about vocational options. Recent studies suggest that the structured vocational guidance approach is more

effective. Over 85% of the ninth grade students in one Michigan high school agreed that a structured vocational planning experience helped them: 1) understand which high school courses would be needed for a vocational choice, 2) gain valuable information about jobs and what to expect in the future, 3) know the job outlook for vocational choices, 4) understand the importance of using a career resource center, 5) complete a job application form correctly, 6) prepare for a job interview, and finally 7) understand that they were responsible for their future. Structured vocational guidance helps people to be more goal-directed than does traditional vocational guidance. Youth and adults need decision-making and planning skills to determine preferred vocational options.

With our economy moving from a product-based to an information-based economy, it is important to utilize a technology-based vocational guidance approach. One computer-assisted structured counseling system developed at the Genesee Intermediate School District in Flint, the Educational and Career Exploration System (ECES), provided the following outcomes with tenth grade students. ECES students scored significantly higher than non-ECES students in their ability in vocational planning, their knowledge of resources for exploration, and their ability in using information with decision-making. In another ECES study, the system was found to be a cost-effective tool for use with counselors and students using a structured vocational guidance approach. A computer-assisted information retrieval system developed in Michigan, the Michigan Occupational Information System (MOIS), has also been used with a structured vocational guidance approach. In addition, use of career resource centers has enhanced vocational guidance experiences. Our experience indicates that the most effective approach is using counselors,

computers, and career resource centers to deliver vocational guidance. This approach leads secondary students to programs at schools such as the Genesee Area Skill Center in Flint.

Involvement with the private sector is becoming increasingly important for vocational guidance. The Business and Education Coordinating Council, housed at the Flint Area Chamber of Commerce, has provided Day-on-the-Job and career conference experiences for secondary school and Mott Community College students for the past ten years.

The Career Guidance Institute (CGI) has provided seminars, tours, and job-shadowing experiences for counselors and teachers for the past three years. The CGI has been a highly successful cooperative venture among business, education, government, industry, and labor. Educators are learning more about opportunities for youth and adults in the private sector and in entrepreneurship areas. In the past three CGIs, 100% of the participants indicated that they gained a better perspective of the business community. Oakland University offered graduate credit for educators participating in the CGI.

Vocational guidance for adults is gaining in importance. Programs at the community college and university levels need to be enhanced as our population gets older. Community-based guidance and counseling for adults needs to be strengthened as we deal with the expansion of technology through robotics, ultrasonics, lasers, computer graphics, word/information processing, and other once futuristic concepts which are with us today.

Quality vocational guidance produces goal-directed youth and adults who enter vocational education training programs. These people, in turn, become productive, tax-paying workers in our society. Vocational guidance and vocational education, along with cooperation with the private sector, can enhance the economic development of Flint, of Michigan, and of the United States.

Michigan Educational Assessment Program
Study Highlights, 1980

SEVENTH GRADE RESULTS

Seventh graders have a better knowledge of their interests than of their values.

-9 out of 10 were able to provide behavioral examples of personal interests, but only 7 out of 10 were able to provide examples of values they hold.

-7 out of 10 were able to identify the persons or events that influenced their developing an interest, but only 5 out of 10 were able to identify external influences on their values.

Seventh graders have general decision making skills, but do not always link decision making to acceptance of responsibility for the outcomes.

-over 9 out of 10 were aware of decisions they have made at home; 8 out of 10 were aware of decisions that are made for them.

-9 out of 10 were able to identify the factors that are important to consider in making certain decisions.

-6 out of 10 were able to identify a responsibility that came with a personal decision.

Seventh graders were able to see what is required to learn a skill, to complete a task, or to make a decision in situations that are close to their experiences. They performed less well when asked to project to the future or to situations less familiar to them.

-whereas three-fourths of the students knew which activities would help in learning a skill of current interest, only slightly more than half could relate school courses and other current activities to occupations.

-though students were aware of positive and negative consequences of finishing high school or attending college after high school, only half of the students were aware of potential benefits or disadvantages of a vocational school.

Similarly, seventh graders were weak in the application or transfer of school-learned skills to situations in the real world.

-less than half of the students were able to perform correctly on items involving budgeting of money.

-less than half of the students could identify job-seeking behavior appropriate to persons their age.

Seventh graders performed poorly on tasks requiring a planned or ordered approach to goal attainment.

-only 4 out of 10 were able to set a goal in the area of self development within a given time frame, and 6 out of 10 were able to give two steps needed to attain that goal.

-only 4 out of 10 were able to estimate the length of time required to accomplish a variety of specific goals.

-less than half were able to provide an example of an activity they had planned. Of those that were able to provide an example, less than half reported going through organized planning steps to complete the activity.

Seventh graders did most poorly on knowledge of sources of occupational information.

-only 3 out of 10 were able to identify appropriate sources for learning about occupations.

The following specific outcomes reflect more general attitude and skill levels of seventh graders which have implications for career development.

A majority of seventh graders showed an awareness of inner processes which affect how they feel about themselves and about others who are significant to them.

-6 out of 10 were able to recognize self concept changes in given case descriptions, and over 5 out of 10 were able to recognize similar changes within themselves.

-8 out of 10 understood the feelings involved in given conflict situations between peers, and between peers and parents.

Seventh graders do not perceive their daily activities at home and school as related to activities performed in occupations.

-less than half of the students were able to name activities they have done in school, home or elsewhere which would be related to an occupation.

Seventh graders responded in ways which showed that they would tend to seek occupational information from secondary sources (books, pamphlets, etc.) rather than through direct contact sources (observing, talking with worker).

When comparing seventh graders to fourth graders, the level of sex-biased behavior was reduced at the seventh grade level. It was still present, however, in the male-female interests. Girls and boys were still predisposed toward female and male-dominated interests respectively. The same phenomenon that emerged at the fourth grade level reappeared among seventh graders. Girls were still more inclined than boys to explore career-related interests across stereotypical lines.

TENTH GRADE RESULTS

The most compelling finding from the tenth grade results is the fact that while students showed moderate to high decision making skills and knowledge and understanding about planning for, evaluating, and implementing life-career goals, very few are applying these in their actual life situations. There is a large gap between what is known and what is practiced.

-more than 9 out 10 were able to match interests to occupations, and to select correct alternative ways of reaching a life goal in given case descriptions, but only 5 out 10 reported that they have thought seriously about or had taken some action on future life role decisions.

-although 1 out 2 knew of different sources of occupational information, only 1 out of 20 have used four or five sources.

-only 1 out of 5 could identify appropriate resource persons for help with career planning.

Correspondingly, when students were tested on an application of school skills to practical situations, particularly in the area of employability skills, performance was low.

-only 1 out of 20 were able to write an acceptable letter of application.

-only 3 out of 10 were able to fill a job application blank acceptably.

Tenth graders, however, have mastered some social and interpersonal skills, and exhibited these in a simulated job interview. Performance on the employment aspects of the interview, however, was lower than on the social and interpersonal aspects.

-in a simulated job interview, 8 out of 10 presented themselves at an acceptable level in appearance, speech, and manners, but fewer--6 out of 10--performed satisfactorily in the interview.

Tenth graders, like seventh graders, do not perceive their activities at home and school as being work- or career-related.

-only 1 out of 5 were able to name five part-time jobs or volunteer work experiences during the past year.

It is not clear, therefore, whether the majority who plan to work on part-time jobs during high school are considering this in relation to their career planning. Very few students would consider volunteer work experiences during their high school years.

-8 out of 10 students reported that they expected to work part-time during high school.

-slightly more than 1 out of 10 expected to work as a volunteer during high school.

Aside from the gap between knowledge and practice reflected in the above findings, there were interesting contrasts in the area of self knowledge and application of interpersonal skills:

Tenth graders showed a high level of self knowledge in their awareness of personal interests and values, but were less able to see how they influence or are influenced in their interests and values.

-9 out of 10 were able to compare their own interests and values with those of others.

-4 out of 10 were able to cite external influences on their interests and 6 out of 10 could describe how they influenced others' interests.

-less than 3 out of 10 were able to describe how they influence others or are influenced in the area of values.

Despite the complexity of the dimension of self growth, there was evidence of changes in the level of self knowledge between seventh and tenth grades:

Tenth graders performed at a higher level than seventh graders on certain aspects of self development and assessment.

-8 out of 10, as contrasted to 6 out of 10 seventh graders, recognized how self concept had changed in given case descriptions, and 6 out of 10, as contrasted to 5 out of 10 seventh graders, recognized similar changes in themselves.

-9 out of 10, as contrasted to 4 out of 10 seventh graders, were able to set a goal in the area of self development within a given time frame, and 7 out of 10, as contrasted to 6 out of 10, were able to give two steps needed to attain the goal.

Contrasting results between the fourth and tenth grades in the area of sex role stereotyping were also found. Sex differences in certain roles and interests which were not evident at the fourth grade level, appear to have crystallized by the tenth grade.

-whereas 40% and 43% respectively of fourth grade boys and girls indicated an interest in helping people, 10% and 28% respectively of tenth grade male and female students indicated this interest.

-whereas 38 and 42% respectively of fourth grade boys and girls expressed an interest in reading, 10 and 25% respectively of tenth grade male and female students indicated this interest.

1977 Flint Community School Graduate
Follow-up: A Synopsis

701 Flint Community School graduates of 1977 responded to a local graduate survey. This was a (40%) return of the 1739 mailed out.

Of these, 80.9% liked their high school experience "very much" or "pretty well"; 4.7% disliked it somewhat or very much and 13.8% didn't feel strongly either way.

More than 50% felt the following changes should be made:

1. There should be more vocational training programs.
2. There should be more help in finding a job.
3. There should be more opportunity for students to get to know faculty.
4. There should be more information on careers.

We asked the graduates if they felt they had been restricted in their choice of classes by race, sex, teachers, counselors, parents or not at all. 48.2% felt they had not been limited. We also asked if the above factors influenced them to choose certain classes. 35.8% felt they had not been influenced by any of the above factors. 27% were influenced by counselor's advice and 19.1% by their teacher's advice. 67.8% said they had not changed their career plans since graduation.

The 1977 graduates reported receiving counseling services primarily in selecting their classes and in college admissions, with help in making career plans, self-understanding, and personal problems next in frequency.

90.8% of the graduates reported that their counselor was usually or always available with 81% rating the counseling excellent or good; 11.4% fair; and only 2.7% considered it poor.

Over 40% expected to come back to visit with their counselor during the year following graduation.

Results of the state follow-up conducted by the Michigan Department of Education for the 1977 high school graduates have recently been reported. 1,559 Flint graduates (77.1%) responded.

Fifty-three per cent of the Flint graduates have found employment compared to 67% throughout the state. Twenty per cent are seeking work compared to 10% throughout the state. Thirty-four per cent of the 1977 Flint graduates are full-time students with 32% of all Michigan grads reporting as full-time students.

Seventy-one per cent of the Flint graduates rated their high school experiences as excellent or good preparation for what they are now doing. However only 61% of graduates throughout the state rated their high schools excellent or good.

Over three times as many Flint grads seek job placement help from school counselors as do Michigan graduates in general. Thirty per cent of the Flint graduates register with Student Placement Services while about 12% have this service in the state. Sixty-three per cent of the Flint graduates report counselor assistance in placement for post-secondary education, while only 37% of 1977 graduates throughout the state report such assistance.

Thus it would appear that the Flint Community Schools and its counselors and placement personnel are providing quality service for its students. It is also apparent there is room for improvement and continuous effort will be made in that direction.

Godwin Heights High School Study, Wyoming, Michigan

Career and Three-Year High School Planning Feedback Percentages

The following percentages are from the 1979-80 and 1980-81 Career and Three-Year High School Planning feedback form. The ninth grade students go through 10 weeks of structured lessons and upon completion, the students evaluate the impact it had on them. It has 24 items and is based on a 1-4 Likert Scale. 1= Strongly agree, 2= agree, 3= Disagree, and 4= Strongly disagree. The following is a breakdown of percentage impact on each statement for the past two years.

		1980-81 116 students	1979-80 125 students
1.	The Program Planning Unit helped me to understand my interests.	90.5%	88.8%
2.	The Program Planning Unit helped me identify the jobs for which I am suited.	88.8%	88.8%
3.	The Program Planning Unit helped me to prepare my high school educational plans for the next three years.	88.4%	88.0%
4.	The Program Planning Unit helped me to learn about working conditions on a job.	88.7%	88.8%
5.	The Program Planning Unit helped me understand that I am responsible for my future.	93.1%	88.0%
6.	The Program Planning Unit has helped me understand how to make better decisions.	84.5%	75.0%
7.	The Program Planning Unit has helped me to be more realistic about my job future.	86.2%	85.6%
8.	The Program Planning Unit has helped me understand the high school courses I need to complete my first career choice.	92.3%	90.4%
9.	The Program Planning Unit has helped me realize importance of a job interview.	97.4%	96.0%
10.	The Program Planning Unit has helped me to be able to fill out job applications correctly.	97.4%	97.6%
11.	The Program Planning Unit has helped me to know where to look for jobs.	77.5%	80.8%

		1980-81 116 students	1979-80 125 students
12.	The Program Planning Unit has helped me understand how to be prepared for a job interview.	94.8%	96.8%
13.	The Program Planning Unit has helped me to understand what contributes to losing a job.	81.9%	82.4%
14.	The Program Planning Unit has helped me to know the job outlook for my career choices.	93.9%	92.0%
15.	The Program Planning Unit has helped me to know the rewards and value of work.	85.3%	72.8%
16.	The Program Planning Unit helped me understand how to keep a job.	80.2%	87.2%
17.	The Program Planning Unit has helped me to become aware of physical demands of a job.	81.9%	80.0%
18.	The Program Planning Unit helped me understand the importance of using a career center for job information.	95.7%	94.4%
19.	The Program Planning Unit has helped me to know the salary earnings for my particular job interest.	88.8%	83.2%
20.	The Program Planning Unit has helped me to know the personal requirements for a job.	97.4%	77.0%
21.	The Program Planning Unit has helped me understand the relationship between my high school education and what happens after high school.	85.4%	92.8%
22.	The Program Planning Unit has helped me understand my career potential.	85.5%	89.6%
23.	I thought that the Program Planning Unit provided valuable information for me about jobs and what to expect in the future.	96.6%	87.2%
24.	The Program Planning Unit helped me to understand my abilities.	81.0%	80.9%

GENESEE INTERMEDIATE SCHOOL DISTRICT
Vocational Education and Career Development Services
2413 West Maple Avenue
Flint, Michigan 48507

EXECUTIVE RESEARCH SUMMARY

Research Study Title: The Effects of a Computer-Assisted Career Guidance Support System upon the Vocational Maturity of High School Sophomores

Researcher: Jeffrey W. Drake, Ph.D.
Coordinator, Career Development
Genesee Intermediate School District

The primary purpose of this study was to determine the effectiveness of a Computer-Assisted Career Guidance Support System, the third version of the Educational and Career Education System (ECES III), in increasing the vocational maturity of high school sophomores as measured by the Career Development Inventory (CDI).

The total sample in this study consisted of 320 sophomores in four selected suburban high schools in the Genesee Intermediate School District. Eighty (80) sophomores in the experimental group from one high school used ECES computer terminals at the Genesee Area Skill Center. Eighty (80) sophomores in the experimental group from another high school used ECES computer terminals at their local high school building. One hundred sixty (160) sophomores in the control group from two high schools did not use ECES computer terminals prior to or during this research study.

The primary findings of this study were that (1) ECES students scored significantly higher than non-ECES students in the following areas as measured by the CDI: Planning Orientation ($p. < .001$), Resources for Exploration ($p. < .001$), Information and Decision-Making ($p. < .01$), and Vocational Maturity ($p. < .001$); (2) internal locus of control students (students who are internally motivated) scored significantly higher ($p. < .001$) in vocational maturity than external locus of control students (students who believe primarily in luck, fate and other external factors); (3) ECES female students scored significantly higher ($p. < .001$) in vocational maturity than ECES male students; and (4) ECES Career Planning Center students scored significantly higher ($p. < .001$) in vocational maturity than ECES local high school students.

In conclusion, the obtained results of the study suggest that ECES significantly affects the vocational maturity of high school sophomores. Also, locus of control perceptions, sex of subjects, and ECES computer terminal locations are all significant variables upon the vocational maturity of high school sophomores.

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GENESEE INTERMEDIATE SCHOOL DISTRICT
2413 West Maple Avenue
Flint, Michigan 48507-3493

GENESEE AREA
CAREER GUIDANCE INSTITUTE

1981 PARTICIPANT EVALUATION SUMMARY

1. The quality of the Career Guidance Institute was:

   38 excellent 16 good 1 fair 0 poor

   Example Comments:

   The speakers represented a good variety of businesses and were well versed on their subject. Information supplied on new jobs and at the tour sites can be used directly in career classes.

   I feel the CGI met and exceeded its goals and objectives. CGI not only broadened our knowledge of the world of work, but it expanded our knowledge of the tremendous opportunities in the Flint area.

   Well organized; Variety of speakers; Very informative.

2. The information presented in the seminars was:

   36 excellent 16 good 3 fair 0 poor

   Example Comments:

   Presenters were well prepared; Current information; Clearly presented.

   Information was extremely well timed for our economic situation and very helpful to us as educators.

   All presentations were good. The mixture of presentations related directly to career areas and those about work in general were good.

3. Examples of positive aspects of the seminars were:

   Presented a positive picture of Flint's future.

   Seminars were well paced with ample time for the speaker to make the presentation and answer most questions, but avoided being dull and dragged out. All presentations related well the CGI concepts, and all presenters did good jobs of presenting their materials.

   The CGI seminar was very beneficial, because educators were given an opportunity to meet and exchange ideas with local businessmen.

4. Examples of negative aspects of the seminars were:

   It was mentioned by some of those attending that the presentations were too rapid-fire and there was not time enough for questions. Personally, I enjoyed the rapid-fire approach because we accomplished much in a rather short period of time.

   Very few - one may be a few speakers could have directed themselves more to the employment problems/answers of the present for our area.

   None.

5. Information obtained from the tours was:

   31 excellent 21 good 3 fair 0 poor

   Example Comments:

   Tours were excellent.

   Very reliable information. Also good to get the chance to observe workers and question them about job duties, satisfaction, etc.

   Very helpful for classroom use in all areas.

6. Examples of positive aspects of the tours were:

   Good variety; Realistic; Positive; Well organized; Interesting.

   It was a chance to see different areas of the "real world" and share ideas then with students. All businesses were very well prepared for our visits.

   The tours were extremely informative and generally handled by knowledgeable individuals. If information was not available, they were receptive to telling us where to get it or whom to contact. Excellent contact persons for future use.

7. Examples of negative aspects of the tours were:

   Too often the tours discussed the facility or the products, not career possibilities.

   Only the fact that for my average or less than average applicants, it is becoming harder for them to find jobs. The demands for even entrance-level jobs are stricter and stricter.

   None.

8. Rate overall tour experience:

27 excellent 24 good 3 fair 1 poor

Example Comments:

As a counselor, I found the tours helpful because we were directly involved with students getting into the world of work. All aspects of the businesses were very well communicated to us, including outlook for job opportunities, different jobs represented in the business, salaries, working conditions, and the type person the business wanted to hire.

The tours were very informative and gave a good picture of the climate in education, business, and industry.

Just great! Enjoyed them all and received valuable information from them.

9. Rate the organization of the Career Guidance Institute:

46 excellent 9 good 0 fair 0 poor

Well done. A lot of time and energy had to be put into making this institute successful.

Well organized; Appreciated organization; All aspects of CGI ran well.

The CGI was organized in such a way that it was interesting and informative. The career notebooks have excellent outlines in them so that you knew what and who was being presented.

10. Did you gain a better perspective of the business community?

50 definitely did 5 probably did 0 probably did not

0 definitely did not

Example Comments:

The CGI provided a unique opportunity to hear the business perspective from top business leaders.

As a counselor, I received a great understanding of the changing population and employment picture. Information received concerning work attitudes and personality qualifications desired by prospective employers will definitely help when counseling students. Also, how important it is to stress to counselees that they should choose high school courses that will be useful to them when they start working.

10. Did you gain a better perspective of the business community? (Continued)

Yes, I did gain a better perspective of the business community. I was particularly impressed with the information and assistance available from the number of agencies we never knew existed. Career Guidance Institute increases one's vision of the potential of Flint and the opportunities it offers.

11. Would you recommend a colleague to attend a future Career Guidance Institute?

55 yes 0 no

12. Examples of suggestions for improvement of the Career Guidance Institute.

Keep up the good work. Have more CGI's next year as they are very valuable. I appreciate the time and efforts put into planning the program.

Our classroom teachers need to attend a Career Guidance Institute and hear exactly what employers are saying about the weaknesses of high school graduates (such as reading, writing, and arithmetic).

Because so many of my applicants from the high schools have very minimal qualifications, I would hope that these would be possible job opportunities for them. If we could perhaps focus on this large group of people, the CGI would be extra valuable to me.

Examples of General Comments:

The CGI was a very positive experience in terms of growth and development. It was informative and made one aware of the direction that business and industry is taking in Flint. Most speakers emphasized the opportunities in the difficulties --- not the difficulties in the opportunities. The pace was very good!

Thank you for the opportunity to participate. It was well worth doing and I have done a better job counseling students and planning services because of CGI.

I have already suggested to my colleagues that they participate in a future institute. Only by cooperation between education and the business community, can we really help our students.

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8/24/81
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Mr. KILDEE. Thank you, Dr. Drake.
Next witness.

STATEMENT OF JAMES H. STEVENS, WEST YORK AREA HIGH SCHOOL, YORK, PA.

Mr. STEVENS. Mr. Chairman, and members of the subcommittee, I thank you for the opportunity of sharing my concerns this morning concerning the Vocational Guidance Act of 1981.

I am James Stevens, a secondary school counselor at West York High School, and I am pleased to be able to represent the Pennsylvania School Counselors' Association and the American Personnel Guidance Association.

I think vocational guidance, as it is defined, will help to insure the right of the young people and the adults of this country the democratic right of free and informed choice, and to be able to make that concerning their vocational decisions.

Changes in society are determining that this becomes more necessary. Family patterns are changing; sex role stereotyping in jobs is being eliminated; and most of all, the educational level of jobs is changing.

It is estimated that during the 1980's, 80 percent of the jobs will not require a college education. And we need to help prepare for this work world.

The public is demanding more vocational guidance. The 13th annual Gallup poll of the public's attitude toward education, conducted last May, found that 56 percent of the respondents felt that not enough attention was being paid to educating for jobs and career preparation.

On the other hand, counselors are meeting the need of vocational guidance for young people. In a study by Theodore Wagenaar, entitled, "High School Seniors Views of Themselves and Their Schools," he found that high schools were giving more attention to the vocational needs of their students, whereas 38 percent of the seniors in 1972 noted that high schools provided them employment counseling.

By 1980, that figure had risen to 49 percent.

But just what are the programs that are providing this kind of vocational guidance for young people. I would like to mention several and use as illustrations individuals, because, although facts and figures are important, we serve individual young people.

One of the programs that we use is a work experience program, where students are able to work during part of their school day, and attend classes during the other part. This helped Kate a great deal.

Kate was identified as an educable mentally retarded young lady. And she was helped to find employment in the fast food industry. She worked there through graduation and for about a year afterward. She continued working with her school counselor, and her parents also did. And she became very disenchanted with that kind of work, and found that it was not very rewarding for her.

And so, with the help of the Bureau of Vocational Rehabilitation, she was helped to find training, and is now working as a health assistant in a convalescent home.

We have a career exploration program at West York High School. And this is a program where high school credit is given for volunteer activity. This helped Bonnie.

Bonnie worked as an aide, secretary-receptionist aide, in our guidance office. She then went on to college and found that this was a confusing situation for her. This was several years ago, and she is now enrolled as an education major, because she wishes to become a guidance counselor, as a result of her experience working in the office.

There are many other stories of this type. Some come out of vocational technical school. There is a declining enrollment in the votech school programs, and much of this is because there is a decline in enrollment generally.

But also because young people are not prepared to make a vocational decision for a program that will begin in grade 10.

One of the ways we try to help the young people make that decision at West York, is through our occupational evaluation center. This is a center where we have a hands-on experience-type program, where they actually sit down at Carol's, and do different jobs.

For instance, taking apart a small gasoline engine, and reassembling it. Making a small metal tool box in the sheet metal section. This helped Larry a great deal.

Larry was a low average ability student who was quite confused and was doing very poorly in school work. He had no vocational goals. As a result of using the occupational evaluation center, Larry chose to enter the vocational technical school in the welder program, and he tells me that when he finishes his training, he will seek employment at a local plant that makes tanks for the Department of Defense.

One of the budget cuts that has hurt us in the vocational area in York, the National Alliance of Business conducted the career guidance institute, the program that Dr. Drake referred to, and unless we find an alternative source of funding, we won't have any way of getting counselors, teachers, and administrators out into the business and industry community, as we did once. It was the most successful program.

The National Alliance of Business also produced a job-finder's kit. And this is a work book session, young people use this to learn about filling out applications and writing resumes, and preparing for interviews.

This helped Jean. Jean was a young lady with some skill in the bookkeeping area that she had learned in high school. She used this job-finder's kit just before seeking employment as a bookkeeper in a local sewing factory. She kept that job for 1 year after graduation. And then the plant closed.

But she still had her skills. She still knew how to find a job, and she went directly across the street to an automobile dealer, and is working as a bookkeeper there.

Students often come back to their school counselor, years after graduation, as did Mike.

Mike had worked as an unskilled laborer for many years, and found it most unrewarding. He used our career resource center, and our occupational exploration center, 5 years after he had grad-

uated from high school. And working with his counselor, they investigated vocational training, and he is currently training as a heavy equipment operator.

These are some of the things we have done in the past, but I think that the Vocational Guidance Act looks to the future in the ways that we can apply the money that would be made available to make more effective vocational guidance.

There are several types of opportunities to do this. I will name two that might be funded through this kind of money.

One would be a hands-on experience where counselors would go into the vocational technical school for 2 or 3 weeks in the summer, put on their dungarees and actually receive hands-on experience in each of the vocational shops, so that they have a better understanding of exactly what is going on.

This gets away from the problem of having to provide supervision for these people in regular business and industry, and yet they get the hands-on experience.

Another kind of program that would be helpful would be similar to the targeted jobs tax credit funding of school counselors as summer employees in business and industry. And this could be set up on a summer employment, part-time, basis, so that they would actually be in plants.

So, gentlemen, I submit that vocational guidance is alive and well and needs to be expanded if we are going to help young people.

I thank you very much for your attention, and look forward to responding to any questions you may have.

[The prepared statement of James Stevens follows:]

PREPARED STATEMENT OF JAMES H. STEVENS II, SCHOOL COUNSELOR, WEST YORK AREA HIGH SCHOOL, YORK, PA.

Mr. Chairman and Members of the Committee:

I am Norman C. Gysbers. I have been an elementary and secondary school teacher, a counselor, and a Director of Guidance. Presently, I am a Counselor Educator and Professor of Educational and Counseling Psychology at the University of Missouri-Columbia. Professionally, I have been President of the National Vocational Guidance Association and the American Personnel and Guidance Association and have conducted a number of national and state projects on career guidance, counseling and placement.

Currently, I am a Vice President of the American Vocational Association. The division I represent is the Guidance Division. The 2000 members who make up the Division are counselors and other guidance personnel who work in such settings as secondary schools, area vocational schools, community colleges, and state departments of education.

I appreciate very much the opportunity to meet with you today to tell you about my views on the crucial and central role career guidance and counseling programs (including placement, follow-up, and follow through) have in an overall strategy to strengthen Vocational Education. To do this, I will focus first on the needs of individuals and on the needs of our society for strong programs of Vocational Education, including career guidance and counseling. Secondly, I will briefly discuss what I propose is the Federal role in meeting these needs. Finally, I will present a number of recommendations for legislation, the implementation of which, I think, can help us impact directly on the needs I described and carry out the roles I suggested.

WHAT ARE SOME INDIVIDUAL AND NATIONAL NEEDS?

It is an understatement to say that our nation faces extremely challenging times during the decade of the 1980s. There are a substantial number of significant national needs to which we must respond in a fairly short time period if our nation is to continue to grow and prosper. These needs include productivity and economic revitalization, full employment, equality of opportunity, and maintenance of a strong defense capability.

Underlying these national needs are clear cut and identifiable individual needs. While there are many such needs, I have chosen to focus on those

to obtain employment in the building trades and as mechanics. But attitudes change slowly and for young people, this creates confusion regarding career decisions. Vocational guidance can help change attitudes and clarify confusion.

Changes in the job market of the 80's will be rapid. It has been estimated that during this decade 80 percent of the jobs will not require a college diploma. Many unskilled jobs will be eliminated by advancing technology and the people thus displaced will have to retrain for new occupations. Programs of vocational guidance can prepare our young people to be able to function successfully in the changing job market of the future.

Vocational guidance programs not only provide help in a changing society, they satisfy the increasing public demand for this type of service. Several studies have uncovered the public cry for more career counseling.

An ESEA Title III project completed in 1975 entitled "Guidance and Counseling in Pennsylvania: Status and Needs" (Cormany, 1975) asked several groups to list the strengths of and recommendations for improvement of guidance services. (See attached.) The parent group listed "counselor competency" and "career information" as strengths and recommended improvements of "career counseling." Ninth graders surveyed listed "career planning" as a program strength while calling for more "information regarding careers." Students in twelfth grade cited "career materials and information" as a strength and called for "more information job opportunities."

The 13th Annual Gallup Poll of the Public's Attitudes toward Education was conducted in May, 1981. In that survey, 56 percent of the respondents felt that "not enough attention was devoted to educating students for job and career preparation (for non-college bound.)"

In October, 1981, the Pennsylvania Department of Education conducted a survey of 1563 people to determine the distribution priority of the 20 percent block grant funds available for use in 29 listed programs. (See attached.) Three programs related to vocational guidance rated high in the ranking:

RANK	PROGRAM
4	Career Education
5	Guidance, Counseling, Testing
7	Youth Employment

While the public is citing the need for more vocational guidance programs and services, evidence is increasing that secondary schools are meeting that need.

A 1978 time study conducted by the Pennsylvania Department of Education sought to determine the frequency of counselor time spent with a variety of client concerns and people served. Forty-three school districts participated. The study showed that, statewide, the third most frequent client concern with which senior high school counselors dealt was vocational-career. In my own school district, the West York Area School District, the study revealed that 54% of West York secondary school counselor contacts with individual students were in the area of vocational and career guidance.

The September, 1981 Phi Delta Kappan reported a study by Theodore Wagenaar entitled "High School Seniors Views of Themselves and Their Schools." According to Wagenaar, "High school personnel are giving more attention to the vocational needs of their students. Whereas 38% of the seniors in 1972 noted that the high schools provided them employment counseling, by 1980 that figure had risen to 49%."

It is evident that the programs and services of vocational guidance are needed and wanted, but just what are the programs that provide young

people with the skills, information and experience to make a realistic career choice? Many programs currently in place are illustative of vocational guidance activities in the schools. As I describe these activities for the members of the committee, I will use case histories of young people benefitting from vocational guidance. For, I submit, although facts and figures are important, the school counselor seeks to help individuals to change and control their lives and make satisfying decisions. The case histories are true, but, in the interest of client confidentiality in the counseling relationship, the names have been changed.

The old axiom, "experience is the best teacher" is the base of several pre-vocational experience programs available to students. Under various names such as Diversified Occupations and Work Experience Programs, the programs permit high school students to be employed during part of the school day. The students experience the work world first hand and receive counseling and guidance for work adjustment from a trained vocational counselor.

Kate benefitted from this program. A student identified as Educable Mentally Retarded, she was assisted in obtaining employment at a fast food business where she made sandwiches and cleaned tables. She continued to work at the same job for a time after high school, but became disenchanted and realized she did not want to work there forever. With the continuing help of the school counselor, Kate received training as a health assistant through the Bureau of Vocational Rehabilitation and is now happily employed at a convelescent home.

The Career Exploration Program provides high school credit for career experiences of a volunteer nature. Students work as office aids, hospital volunteers, Junior Achievement and Explorer Scouting participants. These experiences permit the student to investigate a variety of careers.

Bonnie served in our CounselingCenter as an office aide her senior year. She helped with typing filing, getting career material for students and acted as a receptionist. Bonnie entered college after high school and worked at several part-time jobs including waitress and cheerleader for a professional football team. After trying several college majors, Bonnie informed us that she really wanted, as a result of her high school experience, was to train as a school counselor and she is now completing an education major.

"Shadowing" programs also provide first hand experience with the work world. In cooperation with the York Area Chamber of Commerce, counselors place students with individuals in business and industry to "shadow" or follow them for a day of work. For a beginning Mechanical Drawing student, spending a day with a draftsman can help define a realistic career goal.

Career Days (and sometimes Nights) bring the world of work into the schools. Speakers discuss their occupations and give demonstrations to groups of interested students. Costs for career Days are increasing although local funding is not.

Placement of students in the programs of The Area Vocational Technical School is an important counselor function. Concern has been expressed recently that enrollment in the school is declining. This is due partly to the decline in the school age population. Another reason is the students' lack of knowledge of the world of work. We must increase our efforts and the resources available to help young people make a decision for a vocational program that will begin in grade ten.

One way we do this at West York is through the use of our Occupational Exploration Center. The Center consists of stations where students experience hands-on job tasks and their efforts are evaluated

by a trained para-professional. Also in the room is the Career Resource Center stocked with tapes, filmstrips, and printed material for students to use in investigating career possibilities. Recent budget cuts have hurt the program. Originally two people evaluated students, but with only one now, fewer students are served. Career materials which were previously free now cost money to obtain.

One good source of career information in Pennsylvania was Pennscript. Information about careers was placed on aperature cards and the data on jobs availability, wage levels andtraining sites were localized to the Job Service labor market areas. This information was periodically updated. Unfortunately the project has been discontinued due to lack of funds.

Use of these materials and facilities did help Larry three years ago. A lad of low average ability, he was doing poorly in his academic subjects. We discussed vocational training and after using the Occupational Exploration Center, he applied to the Vocational Technical School in welding. When he completes his training, he plans to seek work as a welder and he tells me he will make application for employment to a local plant that makes tanks and other vehicles for the Defense Department.

Another victim of the budget axe that will affect vocational guidance in our community is the National Alliance of Business. Three years ago, NAB sponsored a Career Guidance Institute for teachers, counselors and school administrators. For six weeks the groups spent Wednesdays touring local business and industry interviewing employees and personnel people and developing an understanding of local job market demands. On Saturdays, the group met in seminar to share results of the tours and to learn vocational guidance theory and practice through visiting professors from American University.

Unless an alternative source of funding is found, there will not be another Career Guidance Institute because the local office has been closed for lack of funds.

Our local NAB office also produced and published a "Job Finder Kit" which included job search information, an employment application, a resume sample and interview instructions in a workbook format. Young people used the book before seeking employment reviewing the application with their counselor and role-playing a job interview.

Joan appreciated that book. She used it just before going to a sewing factory to seek employment as a bookkeeper after high school which she obtained on a part-time basis until graduation. The job only lasted one year as the company went out of business, but Joan had the skills. She went across the street from the sewing factory and obtained a job as a bookkeeper at an automobile dealership.

Until budget cuts stopped the service, Job Service provided to schools a listing of jobs available in the labor market area on microfiche called Job Bank. This was a valuable educational tool as it listed the requirements and wages for actual job openings.

Mike used the Job Bank and the Career Resourse Center when he returned to see his school counselor five years after graduation. He has worked as an unskilled laborer and wanted more out of life, but lacked the skills. Using the materials available and discussing his interests and values with the counselor, Mike decided to enroll at a local community college in a program to train as a heavy equipment operator.

Another way in which vocational counselors assist with youth employment is through frequent contact with employers. Counselors discuss vocational programs with employers and invite contact when openings occur facilitating

the placement of youth in entry level jobs. Many employers retain young people in jobs on a permanent basis after they are placed in part-time cooperative education programs which are a part of vocational programs.

Vocational guidance counselors are providing these programs and services to young people as resources of time and money permit. The future will demand not only more of the same, but an emphasis on adopting to change and involving new technology. Computers can provide up-to-date career information and career decision making skills. Counselors will need to coordinate and collaborate programs of vocational guidance with the community to better serve young people. Success in the future job market will require students to have the knowledge, attitudes and skills before seeking employment.

In summary, I submit that counselors have the skill and knowledge to help young people prepare for the world of work. A changing society requires more vocational guidance in the future. An aware public calls for more vocational guidance. The record shows that vocational guidance makes a difference in helping young people experience the democratic right of free and informed choice. Give us the resources to expand vocational guidance through the Vocational Education Act and we can help more people more effectively.

The resources of the American Personnel and Guidance Association are at your disposal as you consider this important legislative initiative.

I thank you for your attention and look forward to responding to your questions.

CONCERNS

PERCENT OF TOTAL COUNSELING CONTACTS

	ELEMENTARY	MIDDLE	JR. HIGH	SR. HIGH
NO RESPONSE	3.7	3.8	6.1	5.0
ATTENDANCE	1.9	4.4	3.7	5.3
ACHIEVEMENT	16.4	20.9	21.7	17.5
BEHAVIOR	13.1	10.1	7.1	4.5
HEALTH	2.0	3.0	1.7	1.5
HOME PROBLEMS	5.5	5.3	3.3	3.5
PERSONAL-SOCIAL ADJUSTMENT	17.1	11.8	9.5	5.5
RECORDS-RESEARCH	7.5	4.3	5.3	7.4
SCHEDULING	4.4	7.8	16.3	20.4
TEACHER-STUDENT RELATIONS	3.8	5.6	4.5	3.7
TESTING	10.3	3.8	2.9	3.0
VOCATIONAL-CAREER	1.1	9.1	8.4	15.6
SUPPORTIVE	6.1	5.5	6.2	5.5
EXCEPTIONAL STUDENTS	7.0	4.4	3.4	1.7
TOTAL COUNSELING CONTACTS	22,660	9,886	27,203	65,311

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Pennsylvania Department of Education
Counselor Time Study 1978

Question Asked

3. The following programs have been replaced by the block grant. Place a check (✓) before all those programs which you believe should receive priority when the state department of education distributes the 20 percent of funds available for Basic Skills Development Programs, Educational Improvement and Support Services and Special Projects. Refer to the enclosed Information Sheets for descriptions of these programs. They are described in order under sections E, F and G.

Percent of Respondents Checking: Your Group	Total Group (1,543)	Responses Given
81.2%	(1) 84.6%	Basic Skills Improvement
56.2%	(4) 65.6%	Instructional Materials and School Library Resources
58.3%	(3) 61.3%	Improvement in Local Educational Practice
58.3%	(2/4) 3.5%	Guidance, Counseling and Testing
22.9%	16.4%	Strengthening State Educational Management
16.7%	17.4%	Councils on Quality in Education
20.8%	21.0%	Emergency School Aid
4.2%	9.3%	Precollege Science Teacher Training
12.5%	8.4%	Teacher Corps
25.0%	22.8%	Teacher Centers
10.4%	13.0%	Metric Education
27.1%	35.3%	Arts in Education
37.5%	24.3%	Preschool Partnership Programs
37.5%	27.5%	Consumer Education
50.0%	(7) 35.3%	Youth Employment
25.0%	15.4%	Law-Related Education
35.4%	25.2%	Environmental Education
33.3%	28.2%	Health Education
25.0%	17.4%	Correction Education
14.6%	9.2%	Biomedical Sciences
8.3%	5.2%	Population Education
27.1%	17.4%	Community Schools
54.2%	(5) 53.3%	Gifted and Talented Children
31.2%	28.5%	Educational Proficiency Standards
14.6%	11.1%	Special Grants for Safe Schools
8.3%	11.6%	Ethnic Heritage Programs
35.4%	(3) 44.6%	Career Education
16.7%	13.9%	Follow Through
20.8%	13.1%	Civil Rights Act (training and advisory services)

COMMENT

Pennsylvania Department of Education; October, 1981

Table 54 - PARENTS

STRENGTHS OF AND RECOMMENDATIONS FOR IMPROVEMENT OF GUIDANCE SERVICES

STRENGTHS	NUMBER OF RESPONSES
1. Counselor Competency	36
2. Counselor Accessability	23
3. Counseling the College-Bound	22
4. Career Information	22
5. Meets Individual Student Needs	21
6. Course Selection	15
7. Parent Communications	13
8. Teacher Involvement	8
9. Explaining Decision-Making Skills	7
10. Elementary Guidance Program	4
11. Pupil Assessment	3
12. Physical Facilities	1

RECOMMENDATIONS	
1. Parent Communication	86
2. Larger Staff	34
3. Career Counseling	25
4. More Individual Counseling	20
5. Counselor Competency	18
6. More Attention to Non-College Bound	17
7. More Elementary Guidance	10
8. Better Public Relations	10
9. Aid in Course Selection	9
10. Involve Teachers More in Counseling	7
11. Help Students Obtain Financial Aid	5
12. Additional Clerical Help	4
13. Do Follow-Up Studies on Students	3
14. Less Administrative Duties for Counselors	3
15. More Group Counseling	2
16. Better Orientation	1

possible according to their similarities. It should be noted that there was a great deal of similarity between the two lists. For example counselor competency was characterized by 36 parents as a major strength of their district's guidance program and by 18 as an area in need of improvement. Likewise, 21 parents praised the guidance program for the individual programming it provided for

CORMANY, 1975

NINTH GRADE

Table 59

STRENGTHS OF AND RECOMMENDATIONS FOR IMPROVEMENT OF GUIDANCE SERVICES

STRENGTHS	NUMBER OF RESPONSES
1. Career Planning	71
2. Course Selection	50
3. Counselor's Willingness to Help	49
4. Counselor Accessability/Availability	31
5. Counselor Competency	15
6. Individual Counseling	11
7. Guidance Information Available	7
8. Teachers Are Understanding	3
9. Encourages Decision-Making	2
10. Good Communications with Students	1
11. Orientation to Available Guidance Services	1
12. Service to Non-Academic Students	1
13. Group Guidance	1
RECOMMENDATIONS	
1. More Group Guidance	29
2. Orientation to Available Guidance Services	23
3. Information Regarding Careers	19
4. More Counselors	18
5. Counselor Accessability/Availability	17
6. More Individual Counseling	15
7. Up-Dated Materials	8
8. Counselor Competency	7
9. Help with Teacher-Student Problems	6
10. Career Planning	6
11. Course Selection	6
12. Counselor Should Be More Involved	5
13. Need Counselors of Both Sexes	5
14. More Information on School Program	4
15. Better Pupil Assessment	4
16. Hire Younger Counselors	4
17. Regularly Scheduled Interviews	3
18. Better Test Interpretation	2
19. Less Administrative and Clerical Duties	2

Table 59 lists the ninth graders responses to two open-ended items that asked what the strengths of their school's guidance program were and what recommendations they would make for its improvement.

college bound and do nothing for the job oriented.

GRADE 12

Table 62

STRENGTHS OF AND RECOMMENDATIONS FOR IMPROVEMENT OF GUIDANCE SERVICES

	NUMBER OF RESPONSES
STRENGTHS	
1. Career Materials and Information	51
2. Higher Education Materials and Information	49
3. Counselor Willingness to Help	39
4. Counselor Competency	32
5. Counselor Accessability	24
6. Post-High School Planning	13
7. Individual Counseling	9
8. Course Selection Aid	6
9. Pupil Assessment	3
RECOMMENDATIONS	
1. Additional Counselors	29
2. More Services for Non-College Bound	20
3. More Information on Job Opportunities	19
4. Orientation to Available Guidance Services	18
5. Aid in Course Selections	14
6. Counselor Accessability	13
7. Post-High School Planning	13
8. Up-Dated Guidance Materials	12
9. More Individual Counseling	12
10. Equal Time for All Students	11
11. More Materials on Post-High School Planning	10
12. Give Students More Voice in Course Selection	9
13. Get Involved More	6
14. More Financial Aid Assistance	4
15. Help in Scheduling Necessary Courses	4
16. Counselor Competency	4
17. Less Administrative and Clerical Duties	2

Discussion

The meat of the entire study has been presented in the tables of this chapter. We find ample agreement among the six subgroups as to the strengths and weaknesses of the guidance programs across the state. We also find there exist great difference between guidance

CORMANY, 1975

Mr. KILDEE. Thank you very much, Mr. Stevens.
The next witness, Mr. Stump.

STATEMENT OF ROBERT W. STUMP, EDUCATIONAL CONSULTANT, ARLINGTON, VA.

Mr. STUMP. Mr. Chairman, members of the subcommittee, thank you very much for inviting me to appear before you this morning to testify on the Vocational Education Act, and the Vocational Guidance Act, H.R. 4974.

I am Robert W. Stump. The last decade of my professional life, I have been concerned with finding better ways for individuals to link their training to their careers, and to do whatever is necessary to find work and careers that are more beneficial to themselves and society.

For 7 of those years, I served as a senior associate in the National Institute of Education, in the education and work group, where I was responsible for several million dollars of research and development projects.

I concentrated on issues of career change, occupation mobility, and transferable skills. Since leaving the institute, I have worked as an independent writer and consultant to public and private organizations to improve their individual development programs.

Last summer, I prepared a paper for the vocational education study at the institute, entitled, "Vocational Guidance: Policy Options Within the Context of the Vocational Education Act, and Other Federal Legislation."

I understand that Dr. David has made a full text of this report available to you. In my remarks this morning, I would like to highlight some of the issues from that report. I reviewed several laws passed by the last five Congresses. And my intention was to look for your intention. I realize that is not always clear from the final product, what the motivations were, or what all the considerations were that went into a piece of legislation, but I would like to share with you what I think you intended to do. And what I think you meant, in terms of vocational guidance.

You think it is a good thing. If you didn't, I can't imagine why there would be vocational guidance provisions in 10 separate laws. You believe that it is an ancillary service, something that ought to be there as part of other services to help people get better jobs, and become more productive and employed members of our society.

But in these laws, vocational guidance is not on center stage. It is in the wings. You are not sure what vocational guidance is, other than a good thing, but it is a service that should be given to a wide range of groups—CETA eligible youth; vocational education students; older Americans; students who are not traditionally members of a higher education institution.

You also believe that there is an important Federal role in vocational guidance and counseling. Frankly, as a professional, I am glad that you believe these things.

The evidence cited by members of this panel is rather overwhelming to convince one that there is substantial reason to believe that vocational guidance programs, in conjunction with skills training is a lot better than simply skills training alone.

The fact that the laws you have passed have encouraged guidance in training activities to be conducted together has probably made a difference in the lives of many individuals, some of which Mr. Stevens has just talked about.

These are positive aspects of the laws that you have passed. I believe there are some things you should consider for the future. Think about the scope of activities that now comes under the heading of vocational guidance.

The document prepared by the National Vocational Guidance Association, the Guidance Divisions of AVA, two of whose authors are on this panel, and many whose ideas are incorporated in H.R. 4974, speak to the evolution of the role of vocational guidance over the last several decades.

The guidance counselor has been called upon to do more and more as our understanding of the range of essential service has expanded. There is some merit to believing that many of our youth and adults need to learn how to find a job just as much as they need how to learn to do a job.

And this task has fallen to the vocational guidance counselor. Think of the other things that many guidance counselors are called upon to do in the local school district.

Testing; discipline; tracing truants; scheduling classes. And the time that this takes away from the primary focus of their guidance activities, and the primary activities that would help people find better jobs.

Think about how provisions of the legislation you are considering could insure that their professional time is spent in more directly related activities, to improving the linkage between the education and the training and career positions.

Think about what happens at the State and local level, when you require guidance professionals to coordinate their activities with others in the same field. For example, the provisions of the Higher Education Amendments of 1980, Public Law 96-374—and I cite this only as an example, from one piece of legislation.

Under title I(b) of that act, education outreach programs, the law instructs that education and occupation information and counseling programs be coordinated with those authorized by no less than eight other Federal laws, including CETA, Vocational Education Act, and the Older Americans Act.

These Federal laws are administered by different agencies or different bureaus within Cabinet departments. This administrative separation is mirrored at the State and local levels. And the practitioners at the local level respond to different regulations, different funding priorities, definitions, goals, laws, and regulations governing each program. And it is no easier at the State and local level to get people to work together than it is at the Federal.

Any number of studies have suggested that legislatively mandated efforts to plan programs are treated as pro forma activities, and seldom result in effective changes in service delivery. The same laws that require coordinated planning do not reward it.

And the individual practitioner who goes out of his or her way to coordinate and use services, materials, space and resources with people from programs funded by other pieces of legislation is

seldom rewarded in meaningful ways, in terms of additional resources for their work or for their clients.

Significant question has been raised in the NIE's vocational education study, and in another context, about Congress ability to get the State and local education authorities to move in certain directions which the Congress believes are in the national interest.

I would like to close by referring to one segment of the vocational guidance effort that is very much more directly controlled by the Congress of the United States.

In the Vocational Education Act revisions in 1976, you created the National Occupation and Information Coordinating Council, and State Coordinating Councils, known to their friends as NOAC's and SOAC's. To understand the importance of the NOAC's and SOAC's, consider the crucial role of occupational information in the guidance process.

On one side of the process, you have high school students and adults trying to examine their own skills, abilities, talents, and interests; their own values, to determine what kind of work they are good at, and what they would like to do.

They are assisted by their families, their friends, their employers, their teachers, and professional guidance personnel.

The focus is on the individual. To the extent that there are professional aides, they have generally been developed by guidance professionals trained in the fields of counseling or psychology.

On the other side of the process, you have employers, labor market experts, statisticians, who are describing jobs and opportunities currently available in the labor market. Almost all their efforts to gather information systematically about the labor market are, in fact, subsidized or heavily subsidized, or directly supported by the Federal Government.

The process of making decisions about career choices, the individual has to match information about him or herself with the available information about opportunities. Frankly, there is a very large language barrier in this process.

The activities that you set up through the NOAC and SOAC network have begun to bridge this language gap. And once the gaps are bridged, to set up and test effective methods of delivering guidance and counseling information and occupational information. The task is a slow and painstaking one, but it is crucial to the improvement of occupational information.

And there is no other arena than the SOAC and NOAC network where this work is taking place today. And because of the substantial benefits of having this done in a coordinated way, and coordinated at the Federal level, I think that you should continue to give a primary role to the NOAC and SOAC network in this activity.

Thank you very much.

[The prepared statement of Robert Stump follows:]

VOCATIONAL GUIDANCE: POLICY OPTIONS WITHIN THE CONTEXT OF THE VOCATIONAL EDUCATION ACT AND OTHER FEDERAL LEGISLATION

Robert W. Stump

August 1981

This draft is prepared for the Vocational Education Study, National Institute of Education, under Contract No. NIE-P-81-0136. Its contents are the responsibility of the author and do not necessarily reflect the views of that Agency. The author is a free-lance writer and facilitator focusing on Career and Organizational Development, and formerly Senior Associate in NIE responsible for Research and Development projects on education and work, career change and transferable skills.

SUMMARY

The focus of this paper is the legislative and regulatory context for Federal support of Vocational Guidance, specifically through the Vocational Education Act, and implications for change in this context to improve administrative efficiency and effectiveness.

The author chose a question and answer format for this material in the expectation that readers would come to the subject with different levels of familiarity and could target their attention on topics of interest in an order that made most individual sense. What often is lost in this style is a sense of the cumulative impact of the information contained in these responses. Hence, this summary of the basic points made in the paper.

- Vocational Guidance and Counseling is supported by the U. S. Congress through a variety of laws, especially those having to do with transitions from education or training to the world of work. A major difference in the laws is not the concept of the vocational guidance and counseling process, but of the various groups of individuals whom Congress believes require these services.

- The legislation does not define Vocational Guidance and Counseling, but consistently provides funds for:

  - assessment of individual abilities, interests, and capabilities;
  - the provision of information about jobs, occupations, and opportunities in the world of work;
  - services of a counselor working with individuals and groups to assist them in making career decisions; and
  - development of knowledge, abilities, and talents to make and carry out career choices.

- A growing body of empirical evidence suggests that vocational guidance and counseling, particularly in combination with other training and educational experiences, is effective in achieving Congressionally sought outcomes such as longer and more stable employment, reduced periods of unemployment, greater flexibility in changing jobs, and a reduction in incidence of school absenteeism, criminal recidivism, dropping out, and other behaviors.

- Most legislation portrays vocational guidance and counseling as an ancillary or support service to other activities and does not see it as part of the core program of services. Funds are secured through mandated setaside expenditures which are seldom reflected in accountability reports. Consequently, it is nearly impossible to ascertain how much is actually being spent on these services or the variety of programs being supported.

- One draft proposal from the Vocational Guidance Community for re-authorization of VEA would make guidance and counseling an integral part of the core programs by (1) funding it out of the basic Federal program grant, and (2) assuring the inclusion of guidance programs and personnel in all aspects of the Act's program, including representation on advisory and planning boards.

- The Federal Government plays a unique role in the collection, delivery, and utilization of occupational information through the activities of the Employment Service, the Bureau of Labor Statistics, the Bureau of the Census, and the National and State Occupational Information Coordinating Committees.

  - Despite criticisms and suggestions for improvement, these Federally supported efforts, a.g., the *Dictionary of Occupational Titles*, and the *Occupational Outlook Handbook*, remain the primary source of information about occupations and future needs.

  - The NOICC/SOICC network has grown steadily since Congressional establishment in 1976 and continues to offer technical assistance in the development of occupational information for planning and counseling needs.

The picture that emerges from this review is one of a field moving into a central role in assisting individuals to make transition from school to work when beginning their work lives, and to make career-related changes throughout life. This may be seen as a major change in the perception of the guidance function not yet reflected in major changes in the law. One also gets the impression that experts in the field are continuing to work toward the improvement of the materials and procedures (vocational assessment and occupational information, for example) that they use to counsel individuals.

- One criterion for change in policy would be the impact of guidance and counseling services on individuals. While the empirical data suggest that programs with a guidance and counseling component are more successful than ones without it, the impact of variations to fit individual groups' needs or adaptations in program delivery are not well enough understood to suggest major policy changes.

- The impact of multiple funding opportunities and legislative mandates is unclear. It has made coordination of Federal efforts difficult and an assessment of cumulative impact impossible. At the local level, the practical incentives for coordination and collaboration are not strong. As a result, the guidance professional's efforts go in many directions, often leaving the programs as separate as their legislative sources.

- Consideration of guidance and counseling issues will probably be overshadowed by Congressional concern for consolidation of education programs into block grants. Without a clearer understanding of the impact of these possible changes, it is difficult to chart a certain course for guidance and counseling programs.

What Is Vocational Guidance?

While uncertainty and variety in the use of terms and definitions seem to exist in the counseling field itself (Shertzer, 1980), a consistent sense emerges from the Federal legislation dealing with vocational guidance. The basic understanding suggests that vocational guidance assists individuals in the transition from education/training to work, from unemployment to employment, or from one career to another. Guidance programs and events are designed to help individuals of all ages make decisions about education or training programs and select the best-for-them immediate job or longer-term occupational areas.

Thus, with varying emphases, vocational guidance would involve some form of three basic activities:

Appraisal: Collecting, analyzing, and using a variety of subjective personal, psychological, and social data about individuals for the purpose of better understanding them and helping them better understand themselves.

Information: Providing individuals with greater amount and better quality knowledge of educational, vocational, and personal-social opportunities so that they make better informed choices and decisions.

Counseling: Facilitating the individual's self-development, self-understanding, and decision-making through one-on-one or group sessions with a counselor.

Skill Development: Directing the students' educational experiences to develop their knowledge, abilities, and talents for self-discovery, decision making, job search, and the other tasks which enable the individual to make and carry out their career choices.

In practice, these activities often take place in the course of the training or education program. For example, students may be required to have their courses approved by a counselor before registration is complete. Or every student may have an opportunity to take an interest profile and spend time with a counselor discussing the results, and searching out additional information. Finally, vocational counseling may be offered as a

set of program activities under the banner of "Job Search Education," "Employability Skills Training," "Job Survival Skills," "Displaced Homemaker," or some other title. In this case, vocational guidance is more extensive with particular emphasis on how to act on the job and/or practicing techniques of finding and keeping a job.

Appraisal of interests, abilities, aptitudes, and other student information is generally aided by one of many publicly available instruments, such as the Kuder Preference Test, Strong-Campbell Interest Inventory, General Aptitude Test Battery, Singer Lab, etc. Ideally, and often in practice, the individual is able to review the results of these appraisals with a counselor and to interpret them in terms of the kinds of jobs or career fields he/she may be interested in. For some, there are built-in procedures to go directly to information about career fields of interest. This information would include descriptions of the kinds of jobs available in the field; what types of working conditions exist; what education, training, and/or experience is required; the recent salary ranges available to the workers in this field; and, in some cases, an estimate of how much demand there will be in the immediate and longer-term future for workers in this job.

Over 30 states have developed or purchased the capability to deliver career information through use of computer technology. While systems vary in their capabilities, the kinds of assistance they give, and the grographical coverage of the state, it is possible for an individual to use computer technology to identify a match between his/her interests, abilities, experience, etc., and one or more related career fields. This technology is not magic. It simply allows the individual access to more information in less time than browsing in libraries or relying on an individual counselor's knowledge and skill. Their value, too, is heavily dependent on the quantity and quality of information available within the system.

The link between appraisal and information is a critical one in the counseling process. To be successful, a similar language has to be used to describe individual human attributes, skills, and interests and the requirements of the work opportunities in the labor market. The accuracy of these parallel descriptions should be of some concern to those interested in vocational guidance and counseling, and will be discussed later. It is of interest to the legislator, however, that almost all the currently available material relies on information supplied by the Federal Government or gathered through efforts heavily or totally subsidized by the Federal Government.

Armed with the results of the appraisal and the link to career and job areas, the individual student can then consult the available materials to find out more about them. Many school or community libraries have extensive collections of information about the labor market--books, pamphlets, fliers, brochures, vacancy notices, job positions, etc. Some local communities have gathered the names, addresses, and phone numbers of individuals currently employed in various fields who have volunteered to talk with students interested in additional information/insights into "what it is like to be....."

Throughout this process, the guidance counselor will work with the student in a number of ways. Counselors explain the interest appraisal process and assist the student when necessary to complete the forms. They help students interpret the results and probe for additional information that will be useful to the students. Counselors then assist students to find or direct the students to the information available in the school or community library or to individuals who can be useful resources. In areas where

computerized systems are available, the counselor often instructs and assists the student in the use of the system.

In fairness, a large amount of the guidance counselor's time is not spent assisting students with career and occupational decisions. In a recent national survey of career information systems and practices in secondary schools, about two-thirds of the schools said that less than 30 percent of their counselors' professional time was spent assisting students with occupational choices and career planning (excluding college admissions and selection). (Educational Testing Service, p. 80.)

It is also fair to note that a complete program to assist an individual's movement into or out of a career area would include many other activities such as cooperative education, work exploration, job placement, etc., and would call for the services of many other professionals in addition to the vocational counselor.

To bring this answer full circle, the National Vocational Guidance Association emphasizes the use of the term "guidance" to describe the sets of activities involved in the learning process described here. The term "counseling" is omitted from the title to emphasize that the services are possibly broader than what the school counselor traditionally has provided and that the counselor, while often taking a lead role in serving students, is only one of a team of professionals who could be involved in this service. (Pinson, et al, n.d.)

Does Vocational Guidance Make a Difference?

Apparently yes.

The tentativeness of this reply has many sources. Primarily, the problems of assessing the impact of social service programs which have confronted public officials, particularly in the last 15 years of increased social program legislation. These problems include finding proper and fair comparison/control groups, taking account of pre-existing conditions, identification of the precise services offered, the inconsistency of service from program to program, and the inadequacy of many social science measurement techniques.

All these problems are present in studies of the impact of vocational guidance and counseling. They are compounded by the ancillary role of counseling in the array of services offered to clients. It is usually impossible to separate out the "vocational counseling" from other services such as job training, basic skill or remedial instruction, job placement, work experience or exploration, etc.

As a consequence, the set of conclusions and recommendations from the NIE-sponsored review of guidance and counseling (Herr and Pinson, 1980) places heavy emphasis on supporting a variety of efforts to determine the impact of various counseling practices, both as stand-alone services and in conjunction with other activities.

Despite these limitations, Herr, after reviewing several dozen available reports, concluded, "While this body of evidence is not unequivocal, it is, in the aggregate, quite positive." (Herr, 1980.)

Because of the difficulties of separating the guidance and counseling services from those with which they are associated, many of the studies are comparisons of the education or training programs with counseling components to those without, or of guidance and counseling offered as an isolated service. The evidence is reviewed in the Herr article and in the NCVA/AVA Statement (Pinson, et al, 1981). Several statements in the latter document summarize the picture that emerges from the studies reviewed:

> "Documentation that guidance and counseling programs accompanying vocational skill programs render a longer labor market advantage to the graduate persists in the literature. Beneficiaries of this collaboration are more likely to hold onto their jobs, get work more quickly, transfer job skills and objectives to a larger variety of career fields, and remain more attractive to their employers. It has been further demonstrated that counseled graduates of skill training programs are more flexible, optimistic, and open to learning on the work site." (p. 10)

> "In brief, when guidance and counseling programs augment the delivery of services for potential or actual dropouts, delinquents, or others alienated from establishment methods or institutions, recidivism rates are lowered, school attendance increases, educational/career goals are more firmly articulated and pursued, and placement rates increase. Further, when these programs use specific approaches, such as peer counseling by indigenous role models, early and continued employer and parent involvement, employability development through career-oriented instruction, they demonstrate consistently high levels of success." (p. 8)

How Is Vocational Guidance Supported by the Vocational Education Act?

The Vocational Education Act of 1963, as amended (most recent extensive changes were in 1976, P.L. 94-482) permits expenditure of Federal funds in States and Local Education Agencies primarily under two parts of the law. The first, the Basic Grant, Subpart 2, supports programs in vocational training in a number of forms, but does not specifically authorize vocational guidance and counseling activities. These are designated as one of the activities in the second part of the State Grant, Program Improvement and Supportive Services, Subpart 3. Not less than 20 percent of the Subpart 3 allocation is to be spent "for vocational development guidance and counseling programs and services which,...., shall include,

(1) initiation, implementation, and improvement of high quality vocational guidance and counseling programs and activities;

(2) vocational counseling for children, youth, and adults, leading to greater understanding of educational and vocational options;

(3) provision of educational and job placement services, including programs to prepare individuals for professional occupations or occupations requiring a baccalaureate or higher degree, including followup services;

(4) vocational guidance and counseling training designed to acquaint guidance counselors with (A) the changing work patterns of women, (B) ways of effectively overcoming occupational sex stereotyping, and (C) ways of assisting girls and women in selecting careers solely on their occupational needs and interests, and to develop improved career counseling materials which are free [sic];

(5) vocational and educational counseling for youth offenders and adults in correctional institutions;

(6) vocational guidance and counseling for persons of limited English-speaking ability;

(7) establishment of vocational resource centers to meet the special needs of out of school individuals, including individuals seeking second careers, individuals entering the job market late in life, handicapped individuals, individuals from economically depressed communities and areas, and early retirees; and

(8) leadership for vocational guidance and exploration programs at the local level.

Vocational Education Act of 1963, Section 134, as amended by P.L. 94-482.

Of the monies appropriated to these two subparts for vocational education, 80 percent is distributed through the Basic Grant, Subpart 2, and 20 percent through Program Improvement and Supportive Services, Subpart 3. Thus, 20 percent of the 20 percent is mandated for the above-described vocational guidance and counseling activities.

In fiscal year 1981, the Subparts 2 and 3 Vocational Education Appropriation totaled $611.404 million. The Program Improvement portion (Subpart 3) was $93.323 million, making the 20 percent setaside for vocational guidance and counseling $18.664 million. The President's proposal for FY 82 is $723.393 million, $99.623 million and $19.925 million, respectively. (*Education Daily*, March 12, 1981, and June 10, 1981.)

In practice, it appears that states spend more than the mandated amount for guidance and counseling. For FY 1979, the states reported to the Vocational Education Data System (VEDS) Federal expenditures of about $38 million for guidance and counseling under the Program Improvement subpart. This amounted to 35.4 percent of the total. Since this is the first year of VEDS reporting and comparable figures for other years are not available, it is uncertain whether this is a consistent pattern or a one-time occurrence. Were it to continue, the expenditures of Federal funds for FY 81 would be just over $33 million and FY 82 about $35.267 million.

In addition to the expenditure of Federal funds, States reported to VEDS that $168.4 million in non-Federal money was spent on guidance and counseling, about 70 percent of the total non-Federal expenditures for program improvement. (VES, Interim Report, 1980, p. VI-36.)

It is not at all clear that anyone has an accurate picture of what activities--of the eight general areas mentioned in the law--are supported by Federal funds. There is no current requirement for the States to report this information in a way that is uniform and consistent enough across states so that a composite picture of what is happening in all fifty states could be drawn.

An attempt was made by the National Vocational Guidance Association and the American Personnel and Guidance Association to examine eight of the annual State Plans and accountability reports for FY 79 to find an answer to this question. The effort was a frustrating one to the researcher,

> Rarely are substance and the spirit of the law engaged in final reports, nor are impact data present to any degree. Focused as they are on compliance statements, related to each section of the law, state accountability reports offer minimum information about what actually happens to students enrolled in vocational programs as it relates to guidance services. (Gushee, p. 13.)

Despite this limitation, the author was able to determine if guidance and counseling was at least mentioned as an activity to be conducted under the Program Improvement grants and the category of activities described. In summary, of the eight states

seven	supported Vocational Counseling for Students and Adults (Category 2 in the law cited above),
six	supported leadership at local levels (Category 8),
five	supported in-service training for counselors (Category 4),
four	supported the initiation of programs (Category 1) and placement services (Category 3),
three	supported vocational resource centers (Category 7), and
two	supported counseling for offenders (Category 5) and persons of limited English-speaking ability (Category 6).

This information should not be interpreted for anything more than it is, i.e., a statement of uses to which eight states put a portion of their

Federal vocational education funds. Given the discretion which State directors exercise over the expenditure of funds, and the abundance of non-Federal money spent on guidance and counseling, it is clear that a given state could have the entire range of programs indicated in the legislation, but the State Plan and accountability reports delivered to Washington would likely not describe the comprehensive program in that state.

This author has not been able to find any source that came closer to providing this description.

Do Other Federal Programs Support Vocational Guidance?

Yes. Although the exact number and scope of activities covered is not clear.

A November 1979 analysis by the National Center for Research in Vocational Education looked at the provisions of ten separate pieces of legislation, each of which had reference to support of guidance and counseling (Erpenbach, 1979). This analysis included:

Public Law No.	Title
95-270	Career Education Incentive Act
95-524	Comprehensive Employment and Training Act
94-482	Education Amendments of 1976 (includes revisions of VEA)
95-561	Education Amendments of 1978
94-142	Education of All Handicapped Children Act of 1975
95-523	Full Employment and Balance-of-Growth Act of 1978
93-415	Juvenile Justice and Delinquency Prevention Act of 1974
93-641	National Health Planning and Resource Development Act of 1974
95-478	Older Americans Act Amendments of 1978
95-602	Rehabilitation, Comprehensive Services, and Developmental Disabilities Amendments of 1978

References to guidance and counseling in these laws vary in their specificity and scope of understanding of what guidance is. For example, the Rehabilitation, Comprehensive Services, and Developmental Disabilities Amendments of 1978 (P.L. 95-602) provides for a wide range of services to the handicapped and empnasizes the developmental needs of the individual first. The rehabilitation counselor is responsible for the client as he/she moves through

the rehabilitation process. In this case, counseling is central to the services authorized by law, but vocational counseling would be only part of these services.

On the other hand, the Full Employment and Balanced Growth Act of 1978 calls for the Secretary of Labor to provide for "an initial determination of the job seeker's ability to be employed at certain types and duration of work, so that such individuals may be appropriately referred to jobs, counseling, and other supportive services" [Section 206(d)]. This provision could be interpreted to call for a complex counseling, guidance, and appraisal process, including all of the central elements of vocational guidance described earlier--appraisal, information, counseling, and skill development.

Reviewing the provisions of these several laws, the reader gets the impression that counseling is a desirable or necessary adjunct to the services envisioned by the lawmakers. In only a few cases was a title or provision specifically set up for counseling services (e.g., Title IV-D of the Education Amendments of 1978). More often than not, counseling is an adjunct to the central set of services.

A second impression is that there really is no difference in the kinds of guidance called for which cannot be accounted for by the law's purposes or the character of the target group. While this may appear a truism and a rational way for Congress to act (which the present author tends to believe), it does allow us to understand that the rationale for the variety of laws does not have to do with Congress' attitudes about the guidance--even vocational guidance--rather it has to do with its desire to serve all those groups which ought to be served, and a belief that counseling, vocational and other, is an appropriate component of these services.

What Has Been Congress' Position Concerning Guidance and Counseling in Education?

Changing. Over the last two decades, the character of Federal legislation has changed dramatically. In 1948, the National Defense Education Act offered a direct categorical and heavily funded aid for school counselors, vocational and others. Their numbers more than tripled from 13,000 in 1958 to 43,500 in 1967. (Jennings, 1980.) Today, educational guidance and counseling is the specific subject of Title IV-D of the Education Amendments of 1978, with no funds appropriated for programs. However, as noted earlier, guidance and counseling services are recognized, recommended, and/or required under the banner of a variety of other Federal programs in schools and other social service settings.

According to one participant, the changes in legislation affecting school counseling are not reflections of Congress' attitude or belief about what is best in this area. Rather, they represent responses to other pressures, e.g., a growing trend toward a reduction in categorical programs begun in the late 1960's and President Nixon's drive in the early 1970's for program consolidation under the banner of New Federalism. (Jennings, 1980.) Counseling programs were a convenient candidate for change because of the perception that they are ancillary activities, the lack of political activity by the profession, and Congress' difficulty in understanding much of the jargon-laden material provided by the counselors themselves.

From a Congressional perspective, a case can be made that the counseling services in general, and vocational guidance in particular, are

well covered under the existing collection of social service and education laws. Legal and related counseling services are funded under the Older Americans Act. Millions of dollars are spent for counseling under Title I, ESEA, and the Education for All Handicapped Children Act. Counseling is also supported under the Social Security Title XX, the General Revenue Sharing Act (at least indirectly), the Juvenile Justice and Delinquency Prevention Act, and the National Health Planning Act.

For vocational counseling, almost the entire budget for the United States Employment Service involves counseling, and many thousands of counselors are hired under the Vocational Rehabilitation Act. The Comprehensive Employment and Training Act (CETA) requires that appropriate counseling and placement services be provided to all participants. Vocational guidance and counseling are also mandated expenditures under the Career Education Incentive Act and the Vocational Education Amendments.

Neither Congress nor anyone else can tell just how much money is spent and how many people are served under the guidance and counseling provisions of these laws. Separate reports of counseling expenditures are not required, possibly due to the perception that counseling is an ancillary, not central, service. For example, although CETA was a $9.5 billion program in FY 78 and program sponsors were required to make available appropriate guidance, counseling, and placement services, there is no estiamte at the national level of how much this amounted to. Under CETA Title IV, 22 percent of the funds were to be spent on programs for in-school youth, in collaboration with local schools. Again, there is no report of how much of this went for vocational guidance and counseling, one of the eligible activities.

The House Committee on Education and Labor noted in 1976, "A sound vocational guidance and counseling program is essential for a good vocational education program." (Report 94-1085, p. 46.) This sentiment seems to exist in the other education and work-related laws, as each one includes provisions for guidance and counseling.

One can only speculate on what actions the ninety-seventh Congress will take, given the changes in party control and Administration. Many of these programs have been severely cut back in the FY 82 budget proposals and some (e.g. Career Education) are proposed for consolidation under a block grant program.

Given the Diversity of Programs and Funding Sources, Does Congress See These Operating as Uncoordinated Programs?

Congress has addressed this issue twice in recent years. The Education Amendments of 1978, P.L. 95-561, consolidated several educational programs into single titles. Two things happened to guidance and counseling.

In 1974, counseling programs had been consolidated into Title IV-B, along with instructional materials and library resources. The hoped-for simplification of application procedures and administrative overhead had occurred, and, in 1978, Congress judged the consolidation a success except for the counseling programs. Testimony was heard before the House and Senate that the inclusion of a "things" oriented program (instructional materials) and a "people" oriented program (guidance and counseling) created competition in some local districts between two areas which "the Committee feels are both of high priority." Witnesses suggested that these programs should not be made to compete with each other.

Instructional materials and libraries were retained in Title IV-B, and guidance and counseling moved to a new Title IV-D. The purpose was to provide Federal funds for State leadership and local programs in the fields of guidance, counseling, and testing. The law also called for establishing an office with the Department of Education to advise the Secretary on the coordination of all guidance and counseling programs in the Department and within other Federal agencies.

In effect, the competition was moved from the local agencies to the halls of Congress, as the two titles were separate line items in the appropriations process. Only once were funds appropriated to Title IV-D, but were rescinded before they were spent. Funds have not been appropriated since.

received a $15 million appropriation in FY 80, was cut to $2.2 million in FY 81, and the President has not requested any funds for FY 82.

A reasonable conclusion, therefore, would be that Congressional framers of the authorizing legislation are well aware of the diversity within the several laws which allow Federal funds to be spent on a variety of guidance and counseling activities. Their solution is to require States and local

Thus, funds were not distributed to the States for leadership activities in guidance and counseling, nor was the office in ED given program funds under this Title to foster the hoped-for coordination.

The Education Amendments of 1980 (P.L. 96-374) authorized a number of post-secondary programs under Title I-B, "Education Outreach Programs." They include Statewide planning, information services, and continuing education, and are targeted toward adults who traditionally have not been well served, if at all, by post-secondary educational institutions. Section 114 authorizes States to "conduct programs to develop and coordinate new and existing educational and occupational information and counseling programs to eliminate unnecessary duplication and to provide a more comprehensive delivery of services to both traditional and nontraditional learners seeking educational information and to youths and adults seeking occupational information."

Congress then instructed that the educational and occupational information and counseling programs be coordinated with those authorized by the Vocational Education Act, the Comprehensive Employment and Training Act, the Older Americans Act of 1965, the Rehabilitation Act of 1973, the Career Education Incentive Act, the Adult Education Act, the Veterans Readjustment Act, and other Federal, State, and Local activities with similar outreach and information purposes.

The conclusion seems reasonable that the framers of the 1980 amendments were aware of the many laws authorizing similar counseling and guidance programs, and wanted to encourage States to coordinate these efforts. (Similar provisions are in the VEA.) They set a $50,000 or 12 percent (whichever is greater) minimum for this. It is unlikely, however, that much will get done under this banner. The entire set of Title I-B programs

districts to establish administrative procedures to coordinate planning and service activities.

The likelihood that this has happened is slim. In both these cases, 1978 and 1980, the appropriations process has not provided the funds to accomplish the aims of the authorizing legislation. Nor does a process exist for regularly gathering the information that would allow judgments concerning the extent of coordination and cooperation which may or may not exist.

What Are the Barriers to Administrative Efficiency and Coordination at the Local Level?

There are several, some of which are related to the pattern of multiple Federal programs.

There are at least two schools of thought on the effect of having multiple programs for similar purposes. One suggests that the multiplicity is wasteful. Too many people are involved in similar activities and do not talk to one another or share resources. Not only might funds get squandered, but no one set of professionals has the resources to set up a comprehensive system to deliver services.

The other school of thought would say that the multiplicity is good because it allows practitioners the opportunity to seek funds from many sources and garner more than any one of them might yield. A creative grants person could set up a first-class program with an array of opportunities such as these.

Unfortunately, there is little information from a large selection of sites to identify which in fact is the case with respect to vocational guidance and counseling. Nor is such an information-gathering effort within the scope of this project. However, based on a number of conversations with guidance and counseling professionals--a sample that pretends to be neither random nor representative--this author suspects the former school would more accurately describe the current state of vocational guidance.

A number of factors work against administrative efficiency, program coordination, and the provision of comprehensive services.

First, guidance professionals exist in separate administrative organizations, such as school systems, colleges, employment service agencies, CETA programs, adult community centers, etc. The pattern of Federal legislation channels funds through these different administrative units that may also exist at the Federal and State levels. With different sources of funds, different reporting and authority structures, rules and regulations that are not compatible and even possibly contradictory, the hoped-for coordination and collaboration is seldom realized.

Second, these various Federal programs continually refer to vocational guidance and counseling as an ancillary or adjunct service to a primary program focus. Sometimes specific percentages or amounts are set aside for guidance; sometimes States comply with these regulations and sometimes they do not. As a consequence, guidance professionals operate under the direction of administrators whose experience and concern is not just guidance, but some more comprehensive related social service. The scope and largess accorded to the guidance function and staff are heavily dependent on the administrator's discretion, as are the possibilities for collaboration among programs.

Third, while the legislation is broad enough to let guidance professionals sponsor the kinds of activities they want--if the funds are available--it is not consistent in terminology and is interpreted differently by administrators and practitioners. Under the same law, program focus can range from immediate placement in a job to longer-range career development. Terms like "vocational guidance" and "career guidance" are interpreted differently, although an argument could be made that they are used at times interchangeably in the separate laws. Thus, program interests and practices can be radically different, even though the source of their funding and legislative umbrellas are the same or are seen by Congress as intimately related and relatively easily coordinated.

Fourth, local school guidance personnel have responsibilities within the system in addition to the functions of appraisal, information, counseling, and skill development. They often have a heavy work load in

terms of scheduling courses in high school--an increasingly time-consuming process in days of greater student choice, spend time with discipline and truancy cases, administer standardized testing programs, etc. These duties plus those of maintaining the occupational information system and assisting students generally leaves little time to coordinate and collaborate with other professionals, no matter how potentially useful the outcome may be. The duties and tasks which the school and other service organizations define as primary simply take up the time and energies of all but the most dynamic and resourceful practitioner.

What Changes, if any, Have Been Proposed for the Guidance Provisions of the Vocational Education Act?

As of this writing, August 1981, there have not been specific legislative proposals from the Administration, the American Vocational Association, or other interested groups concerning the reauthorization of vocational education. There are, however, two position papers that suggest frameworks for the reauthorization of the VEA.

The AVA's "Recommended Framework for Re-Authorization of the Vocational Education Act of 1963, P.L. 94-482" deals with the entire Act. A framework is set for strengthening the vocational education programs at the State and Local levels and giving the Federal Government a less directive role in the administration of funds and programs. Guidance and counseling is seldom mentioned in the framework, and few, if any, changes are directed at these programs. There is no mention of keeping the 20 percent setaside under Program Improvement and Supportive services.

The monograph, "Strengthening Work-Related Education and Training through Improved Guidance Programs in the 1980's" is a joint effort of the National Vocational Guidance Association (a Division of the American Personnel and Guidance Association) and the Guidance Division of the American Vocational Association. The document makes two points pertinent to the legislation. The first is that the field of vocational guidance has evolved in recent years to take on the characteristics of an educational program and should be so considered in the legislative and administrative framework. These changes are summarized:

(1) At one time guidance was practiced mainly as a process to help young people make the transition from school to work. Now guidance includes that goal, but is much more. Now guidance is a program that assists individuals of all ages and circumstances to live more effective lives and be more effective citizens.

(2) At one time guidance was practiced mainly as an ancillary, crisis-oriented service. Now guidance is understood and practiced as a comprehensive, developmental program, early childhood through the adult years, based on personal and societal needs. Crises and problems are responded to from a developmental perspective.

(3) At one time guidance was practiced mainly as a way to assess the aptitude and interests of individuals to assist them in occupational choice making. Now guidance includes that goal and much more. Now guidance is practiced as a program that assists all individuals to develop competencies in self-understanding, interpersonal relations, decision making, goal setting, and planning, so that they are able to make effective life decisions including informed occupational choices. (p. 2.)

The second point is that vocational guidance programs, based on the available evidence, can make significant contributions to the goals and roles outlined in the above-mentioned AVA Framework for Vocational Education, specifically,

- Strengthening Depressed Communities
- Meeting the Nation's Need for Qualified Workers
- Keeping the Vocational Education Program Relevant
- Meeting the Nation's Equity Goals

The NVGA and the AVA Guidance Division have not endorsed specific legislative proposals, but the authors of this framework have drafted tentative proposals that are being discussed by their organizations. In essence, they would move vocational guidance to a more central place in the array of vocational education services and programs. This would be accomplished by including explicit reference to guidance programs in the catalogue of vocational programs and purposes, including by explicit reference, guidance counselors and guidance programs

for all in-service programs and materials or curriculum development, and ensuring representation of the guidance community on advisory councils and in the planning process. They would also move support for most guidance and counseling programs from the Program Improvement and Support Services, Subpart 3, to the Basic State Grant, Subpart 2, with a setaside of six percent of the total State grant and innovative programs appropriation. Based on the President's proposed FY 81 appropriations, this would change the mandated expenditures from approximately $20 million to $33 million.

In 1976, Congress had intended to reconsider the Vocational Education Act in 1981 or 1982. It is unclear what the legislative timetable will be since Congress extended the current Vocational Education Act through fiscal year 1984 as part of the Omnibus Budget Reconciliation Act of 1981 (P.L. 87-35). No changes in the scope of activities nor administrative structures were made at this time.

As a consequence, the proposals and positions outlined here should be interpreted as guides to how two segments of the Vocational Education community regard the guidance function and to the positions that might be set forth when the VEA is considered in more detail.

Is There a Unique Position for the Federal Government in Regard to Occupational Information?

As noted elsewhere, occupational information is an essential component of the vocational guidance and counseling process. Information is used in at least two ways. The first is to estimate the demand for occupations so that program planners and students can have a sense of the likelihood of employment in a given field after completing training. The second is to describe what it is like to work in various fields (skills used, tasks performed, working conditions, aptitudes needed, etc.) so that youths and adults can make the crucial decisions about whether their abilities and interests will be used and their goals met.

The Federal Government continues to be the primary source of this information for the nation as a whole, and the primary source of financial and technical support for efforts to develop and use it at the State and Local levels.

Projections of occupational demand--the extent to which certain occupational areas are expected to need workers in the future--are based on statistical analysis of trends and difficult judgments about the extent to which these patterns will continue in the future. For example, the demand for school teachers was projected to grow in the 1960's (due to the entrance of the World War II baby boom generation into the elementary grades), and is now projected to decline (due to this group's passing through adolescence into early adulthood), although, due to increased specialization in education, certain types of teachers will continue to be needed (e.g., those who work with the disabled).

The simple fact is that the collection, analysis, and distribution of this information is done by several Federal agencies--among them, the U. S. Bureau of the Census (Commerce Department), Bureau of Labor Statistics and Employment Service (Labor Department). Our country would not have the ability to make these projections--however tentative--were not these Federal efforts in place.

Guidance programs use State and local area projections as well. These are compiled from data supplied by employers in the area and by making technical adjustments in the national or regional projections. The local data collection is heavily subsidized by the Federal Government through support of the State Employment Service. The adjustment procedures are designed by the U.S. Bureau of Labor Statistics which also gives technical assistance to State and local officials making these changes. If State and local governments were left on their own to develop this information, the entire program would likely cost the taxpayer more than the current arrangements. Moreover, because definitions and methods would differ, the information might not be useful beyond the boundaries of the jurisdications collecting it. This latter would affect the tens of millions of people in labor market areas which encompass several jurisdictions. It might also make it virtually impossible to cumulate the local data into national figures, as is done now.

In addition to having a sense of whether an opening in a field will be there after training, individuals making occupational choices want to know what the work is like and to have some basic information about the jobs before they make even a temporary commitment. Common questions include: How much money can I expect to make? What training and experience are commonly required? What is the work environment like, clean, noisy, cold, etc.? Will I be working with people or machines, or a combination of these? and a host of others.

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The National Occupational Information Coordinating Committee has identified sixteen sources of this kind of information on occupational characteristics. (NOICC, 1981.) Fourteen of these are compiled by the Federal Government or supported directly by Federal funds. While many booklets, pamphlets, and fact sheets are available to describe various occupational areas, the vast majority of the information for these descriptions comes directly from the *Dictionary of Occupational Titles*, and/or the *Occupational Outlook Handbook*, both of which are published by the Federal Government. Material sold by private companies is often largely a re-packaging of the government information with some additions to fit a specific audience's needs.

The Educational Testing Service survey on occupational information in high schools has found that of all the sources of information available, the only ones reported to be available in over half of the schools are the *Dictionary* and the *Handbook*. (ETS, 1981.) The third edition of the *Dictionary* was published in 1965 and sold 148,000 copies in 13 years. The fourth edition was published in December 1977 and sold 115,000 copies in the first 21 months, in addition to the 30,000 in use by the Employment Service, the Agency responsible for its production. (Miller et al, 1980.)

The key to using this information for vocational counseling is the assurance that the occupations are described in terms meaningful to the individual. The original designers of the information collection process and category schemes did not always have this purpose in mind. Another critical task is to combine the information from several sources, each of which has some bits of information that are of interest and use to the individual and counselor.

Again, these two tasks are being heavily supported by the Federal Government through the National Occupational Information Coordinating Committee (NOICC) and the network of State Occupational Information Coordinating Committees (SOICC). This network was established by Congress through several laws. It was first mentioned in the Vocational Education Act of 1976 [Sec. 161(b)(1) and (2)]. The Congress elaborated on the mission and scope of the NOICC and SOICC activities in the Youth Employment and Demonstration Projects Act of 1977 [P.L. 95-93, Sec. 348(c)(1)], and the Comprehensive Employment and Training Act Amendments of 1978 [P.L. 95-524, Sec. 315(a)(3)].

The NOICC represents a joint venture of the Departments of Education and Labor, with funding from both Departments. Its responsibility is to develop and implement an occupational information system to be used at the national, state, and local levels in the planning and administration of vocational programs and in counseling youths and adults in making career choices. In developing the system, NOICC's charter is to ensure that the information is based on uniform definitions, standard estimating procedures, and standardized occupational classifications. The NOICC is to pay particular attention to the information on needs of CETA and vocational education programs and to the information needs of youths. The Committee was also given responsibility for encouraging the development of statewide computerized systems to deliver career information. This program now includes about 30 states, if nine states originally funded in the mid-1970's through a Labor demonstration program are included.

As with the other occupational information sources, Congress has recognized the economies of scale achieved by establishing and coordinating these programs at a national level to insure the highest quality information for the least cost and, through standardization of methods and classification procedures, to ensure the usefulness of the information to the largest number of people possible.

TITLE: Vocational Education Act of 1963, as amended

CITATION: P.L. 94-482 and 95-40, Subpart 3, Program Improvement and Supportive Services. Signed by President October 12, 1976.

HISTORY: House Reports 94-1085
94-1701 (Conference)

Senate Reports 94-882

REGULATIONS: 45 CFR 104, Subpart 3 most recently issued October 3, 1977, Federal Register, V. 42, No. 191.

FUNDING:	FY 79	FY 80	FY 81	FY 82
Millions	$112.0	$124.8	$93.3	$99.6

Purpose: To support efforts to improve vocational education. Guidance and counseling programs and services are one of eight general types of programs identified.

Distribution Process: Federal Government distribution to the States by Formula as part of the basic grant: 20 percent of total Subpart 3 to be used for Guidance and Counseling.

State must have approved five-year plan and annual update approved by the Federal Office of Adult and Vocational Education, ED.

State distribution to Local is by application, competition or formula, as the State so wishes and the Federal approves.

Comments from Legislative Reports:

Senate:

"Witnesses before the Committee documented in detail the need for increased Federal attention to the often-slighted field of vocational guidance and counseling, as an integral part of preparing our nation's students to make informed occupational and career choices." (94-882, p. 80)

"The Committee Bill provides that applications for guidance and counseling funds shall set forth cooperative arrangements with community groups and agencies, in order to avoid unnecessary duplication in the provision of services to the area or community to be served. This provision reflects the consistent theme of the Committee Bill--that all community resources should be employed to assure the best possible vocational programs with a minimum of overlap and duplication." (94-882, p. 82)

House:

"The Committee Bill creates a new section of the law for supportive services. This section contains many of the activities which are now authorized under 'ancillary services' in the present law, and it adds several new authorized uses of funds. The reason that the Committee incorporated some of the present authorized ancillary services into this new section is to achieve greater accountability from States on their uses of these funds. Not all of the present ancillary services, however, are incorporated; only those dealing

with vocational guidance and counseling, pre- and in-service training of teachers, and State Administration and local supervision are authorized." (94-1085, p. 45)

"All of the supportive services mentioned above are authorized, but not required, to be funded by the States, with the exception of vocational guidance and counseling programs, services, and activities which must be funded to a certain extent by each State, as has already been pointed out. A sound vocational guidance and counseling program is essential for a good vocational education program." (94-1085, p. 46)

TITLE: Career Education Incentive Act

CITATION: P.L. 95-207, Career Education Incentive Act.
Signed by President, December 13, 1977.

HISTORY: House Reports 95-150
95-816 (Conference)

Senate Reports 95-598
95-513

REGULATIONS: 45 CFR 161, most recently issued on October 17, 1979, Federal Register, V. 44, No. 202.

FUNDING:	FY 79	FY 80	FY 81	FY 82
Millions	$32.5	$15	$10	Proposed for Block Grant

Purpose: To increase the emphasis placed on career education, promote equal opportunity in career choices and eliminate practices which promote bias and stereotyping.

Distribution Process: State Plans approved by ED result in formula distribution to the SEA (minimum $100,000). Fifteen percent can stay at the State level for leadership activities and planning. The remainder is distributed to the local schools for career education programs. At least 15% of the LEA funds (on a state average) must be used for comprehensive guidance, counseling, placement and followup. About $2 million in FY 80 and $1.3 million in FY 81.

Comments from Legislative Reports:

Guidance and counseling are viewed as central to the purposes of the Career Education Incentive Act and thus the setaside provision which is not required of every school district and project, but must be demonstrated in the statewide averages for use of funds.

Congress mandates that these funds are to be distributed separately from vocational education, which is characterized as being for the purposes of specific skill training.

A section of the Bill directs the Commissioner to look at the career information needs of the nation and makes reference to the tasks and purposes of National Occupational Information Coordinating Committee (NOICC).

TITLE: Elementary and Secondary Education Act of 1965, as amended

CITATION: P.L. 95-561, Title IV-D, Guidance, Counseling, and Testing. Signed by President, November 1, 1978.

HISTORY: House Reports 95-1137, May 5, 1978
95-1753, October 10, 1978 (Conference)

Senate Reports 95-856, May 15, 1978

REGULATIONS: 45 CFR 134, most recently issued on April 7, 1980, Federal Register, V. 45, No. 68.

FUNDING: Millions	FY 79	FY 80	FY 81	FY 82
		-0-	-0-	-0-

Purpose: To provide Federal funds for State leadership and local programs in the fields of Guidance, Counseling, and Testing. Also calls for establishing an Office within ED to advise the Secretary on coordination of all Guidance and Counseling programs in the Department and within other Federal agencies.

Distribution Process: Federal Government distribution to the States on basis of formula after approval of a general application and submission of State Plan which describes purposes for which funds will be spent.

State distributes to Local Education Agency on basis of general application and description of how funds will be used. Either formula or competition can be used for within-State distribution. The LEA is to have total discretion in selecting activities from among those authorized by law.

Comments from Legislative Reports:

The consolidation of Title IV, ESEA, in 1974 resulted in the elimination of several separate categorical programs. As noted below, by 1978, the Congress was satisfied that consolidation had achieved several administrative goals, but that Guidance, Counseling, and Testing activities should be set apart into a new Title IV-D.

The Title now includes programs:

Part B - Instructional Material and Library Resources
Part C - Improvement of Local Educational Practices
Part D - Guidance, Counseling, and Testing
Part E - Education of Gifted and Talented Children

Consolidation was deemed a success because reductions in paperwork have occurred at all levels. "According to an OE program official, the 4,000 data items previously requested for the categorical programs have

been pared down to 293 for the consolidation. The number of staff at the Federal level has been reduced by 30 percent. At the State level, one annual program report now replaces six previous State plans and applications. Local people also testified that with the exception of the single application form, which is discussed later, administration has been simplified and the amount of preparation time reduced." (Senate Report 95-856, p. 48.) Essentially the same text appears in the House Report 95-1137, p. 60.

Guidance, counseling, and testing were separated out from the Title involving libraries and instructional materials because of the competition set up at the local level. The following text also occurs in essentially the same form in both reports.

"The Title IV-B consolidation enacted in 1974 represented a marriage of programs that could rightly be termed 'things' oriented--such as library resources and instructional materials--with programs that could be termed 'people' oriented--such as guidance, counseling, and testing. This marriage has caused a great deal of competition in some local districts between two areas which the Committee feels are both of high priority. The IV-B consolidation has forced local administrators to make decisions at the expense of one or the other activities. Most of the witnesses who appeared before the Subcommittee on Education, Arts, and Humanities concurred that everyone would be better off if the resources and the personnel activities were not forced to compete with each other for funding.

"Consequently, the Committee has decided that it is best to remove guidance, counseling, and testing from the existing Title IV-B. In order to achieve this, a separate program--a new IV-D--is proposed to fund all types of activities involving guidance, counseling, and testing. This program will combine not only the payment of counselors' salaries from IV-B, but also the payments for State and Local guidance and counseling activities which the Committee believes are consistent with the authorized activities of Section 341 of the Education Amendments of 1976." (Senate Report 95-856, pp. 50-51.)

In effect, the decision on relative funding levels was taken from the Local level and placed in the hands of the Federal Appropriations Process. The "people" programs of Guidance, Counseling, and Testing have lost out in that no funds have been appropriated in FY 80 or 81, while the other programs have received appropriations:

	FY 80	FY 81	
Part B	$171 M	$128.3M	
Part C	146	50	
Part E	6.3	6.3	(Now Title IX-A of ESEA)

The Commissioner ruled on July 18, 1979, (in a letter to Chief State School Officers) that the Local Education Agencies could continue to fund Guidance and Counseling under Part B for FY 80, but not thereafter.

TITLE: Youth Employment and Training Programs, Title IV of the Comprehensive Employment and Training Act

CITATIONS: P.L. 95-93, Youth Employment and Demonstration Projects Act of 1977. Signed by President August 5, 1977.

P.L. 95-524, Comprehensive Employment and Training Act of 1978, Title IV, Youth Employment and Training Programs, Part A. Signed by President October 27, 1978.

HISTORY: P.L. 95-93:

House Reports	94-1146 95-314 95-456 (Conference)
Senate Reports	94-1053 95-173

P.L. 95-524:

House Reports	95-1124 95-1765 (Conference)
Senate Reports	95-891 95-1325 (Conference)

REGULATIONS: 20 CFR 680, most recently issued on October 2, 1979, in Federal Register, V. 44, No. 192.

FUNDING:	FY 79	FY 80	FY 81	FY 82
Millions	$500.	$692.	$692.	$576.

Purpose: Title supports several separate youth employment and training programs, all with the purpose of providing the training, experience, and job opportunities to enable the youth to find unsubsidized employment.

Title also stipulates that all programs should provide the opportunity for earning academic credit and shall provide guidance and placement services.

Distribution Process: Formula Grants to Prime Sponsors on the basis of approved annual plans. Prime Sponsors distribute funds to local projects. Minimum of 22 percent of program under this title (Youth Employment and Training Program) must be used for in-school youth pursuant to written agreements with local school agencies.

Comments from Legislative Reports:

There appears to have been little disagreement over the academic credit and mandated counseling and placement services.

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Mr. KILDEE. Thank you.

The committee has been joined by Congressman Petri.

Dr. Gysbers?

STATEMENT OF NORMAN C. GYSBERS, PROFESSOR, COUNSELING AND PROFESSIONAL SERVICES, UNIVERSITY OF MISSOURI, COLUMBIA, MO., REPRESENTING THE AMERICAN VOCATIONAL ASSOCIATION

Dr. GYSBERS. Thank you.

My name is Norman C. Gysbers, I have been an elementary and secondary school teacher, a counselor, and a director of guidance. Presently I am a counselor-educator at the University of Missouri, Columbia.

Professionally, I have been president of the National Vocational Guidance Association and of the American Personnel and Guidance Association. Currently, I am vice president of the American Vocational Association's Guidance Division. The division is made up of approximately 2,000 counselors and other guidance personnel in secondary schools, area schools, and in State departments and other kinds of agencies.

Before I continue my testimony, I would like to have the opportunity of introducing Dr. Catherine Cole, who is the current president of the National Vocational Guidance Association.

Mr. KILDEE. Welcome.

Mr. GYSBERS. I would like to briefly look at some needs for career guidance and counseling programs; individual needs, and needs of our society, as those two come together. Briefly touch on several roles that I feel the Federal Government has in meeting those individual and societal needs, and then offer, briefly, some recommendations. These are all in my testimony, so I will only briefly highlight them in terms of my comments.

There are a number of individual needs that I would like to attend to for just a moment. One need, for example, that career guidance does meet through vocational education, is to help youth and adults develop and continue to reevaluate their career identity; who they are in terms of their skills, their competencies, attitudes, and the like.

This is very important. In a recent study of how young people adapt to the work force, this was a finding. It reads as follows:

> Most of the individuals interviewed were completely unaware of the many skills they had acquired in work and life experiences. This lack of appreciation for one's own skills may account for the surprise a number of individuals felt at discovering they were more capable on the job than they had expected to be.
>
> Exercises should be developed and implemented to assist students, identifying their full range of skills prior to entering the work force.

So, this study clearly indicates the need for a continuing look at the skills, the competencies of individuals.

Second, youth and adults need help in developing career decision-making skills; goal-setting skills. These are skills that are not innate; they are learned, and, hence, have to be worked on through structured kinds of experiences and the like.

Third, young people and adults need access to and need to know how to use accurate, up-to-date career and labor market information. Here again, let me give you a quote from this same study on

how young people adapt to the work world. And this will illustrate the importance of this kind of information.

It says as follows:

> Formal education programs to facilitate student adaptation to work should sensitize their students to the realities of the job environment beyond the purely performance aspects of the job. Those persons who had received real work experiences or information in their programs about the occupational context, found that knowledge to be very helpful.

And then, finally, another need that I would like to suggest, is that young people and adults need help in placement followup and followthrough activities. I see, of course, placement followup and followthrough as a part of a total career guidance and counseling program.

In that context, of course, we must appreciate that those individual needs always interact with national needs and concerns. And as we look at our national needs and concerns, we see, certainly, needs for economic revitalization, full employment, equality of opportunity, and the maintenance of a strong defense.

And if you look at those individual needs, you will see how they do, in fact, relate very directly to our national concerns.

Well, given those needs then, what might we say about the Federal role? I have three possible roles, I am sure there are probably others, but let me briefly comment on three.

I feel that there is a real Federal role to help State and local guidance personnel to improve and sustain the capacity of career guidance and counseling programs, to keep up-to-date, and in tune with individual and national needs and priorities.

There is a real need for help in in-service training, staff development, leadership workshops. This has been mentioned several times this morning in terms of having counselors and others out into the work world.

One comment was made about the notion of targeted tax credits. That might be an idea in terms of helping business and industry provide more time and talent for this to occur. It is vital. And that I think could well be a very important Federal role.

Another Federal role deals with really providing those additional and crucial career guidance and counseling programming that is required to help special needs populations in finding their role in society.

Here I am talking about people who, from disadvantaged situations, people in terms of equity, who are striving for equity as people, and as people in nontraditional occupations.

Another role that I would like to suggest focuses in part on the first role, but more specifically on the need for career guidance and counseling personnel to keep up to date on career and labor market information. I have a specific recommendation on that in just a moment, but that need was noted just a moment ago, in previous testimony.

Well, those are three possible roles. As I said, there are probably others. But let me turn now, briefly, to some recommendations that I feel might respond to those needs, and also helps implement those roles.

In my testimony, I have seven. I would only like to, at this point, comment on several. The first one, and perhaps the most impor-

tant, although I hesitate to place priority on the seven that I have listed, deals with the fact that as we look at definitions of vocational education, I feel that it is mandatory, and I underline that word, that the definition of vocational education in the proposed legislation include career guidance as an integral and central program.

That it be part of the definition. As some of you know, that was removed in the 1976 Amendments. I feel, to meet the challenges that we have that have been outlined here this morning, that it must be part of the definition, so that career guidance and counseling programs are seen as a full partner in the process of helping individuals look at themselves, gain training to become productive citizens.

In that regard, the program that I am speaking about does have learner outcomes. We talked about those, decision-making skills, knowledge of the work world, being able to apply those skills to placement and the like. Activities and processes, professionally recognized and certified personnel, and materials and resources.

There are other recommendations of a similar type, but let me turn to one that was touched on just a moment ago, and relates to one of the roles. This happens to be Recommendation No. 7 that I have in my testimony.

And that relates to the improvement of the development and the delivery of career and labor market information. The point has been made that we have in place a good mechanism, the NOAC and the SOAC's, and the beginnings of career information delivery systems in a number of the States.

This mechanism must be strengthened so that we can, in fact, begin to deliver accurate, usable information. I found, over the years that I have been involved in this field, that previously, a lot of information that was available was really developed for planners of educational programs, and for economic development. And certainly that thrust must continue. There is no question about that.

But in addition, we see a real need for the development of information that people can use in terms of their career decisionmaking. And I see the beginnings of that now through the NOAC and SOAC systems. And so, I would make the recommendation that we need to have, very clearly, that specified, and that we work in the direction of improving the development and the delivery of labor market and career information.

I might point out that there is a project underway now through the Department of Labor called the improved career decisionmaking project, that did a pilot in four States, Arizona, Maryland, Maine and Wisconsin, to look at ways we could involve the employment service, rehabilitation counselors, school counselors, and CETA counselors, and to bring them some up-to-date ideas, to upgrade their knowledge and skill in career an labor market information.

Now, I might point out, though, that we all appreciate the importance of career and labor market information, but I think, as Congressman Goodling has suggested, in part at least, that that is a necessary step, but it is probably not sufficient.

What we need also are good, solid programs that help young people consider that information and put it to use. My analogy

here is that if information alone were enough, nobody would smoke.

So, the point is, and please understand, I am saying that information is important, it is critical. We need good, usable information, but tied with that, we need a solid program of counseling personnel working with individuals to help them use that information, to help them set goals.

And then through vocational education, they can realize those goals in terms of skill training, and then in terms of placement, followup and followthrough activity, they can put those skills into practice to be productive citizens in this country.

I would like to, in closing, say that I would like the opportunity of entering into the record a document called "Strengthening Work-Related Education and Training Through Improved Guidance Programs in the 1980's." I believe some of you already have this in front of you. This was a joint publication between NVGA and the Guidance Division of AVA to try to present, in succinct fashion, some of the research data, and some statements about premises for guidance programing.

[The information referred to follows:]

Strengthening Work-Related Education & Training

through

Improved Guidance Programs in the 1980's

National Vocational Guidance Association
5203 Leesburg Pike, Falls Church, Va. 22041

American Vocational Association
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2020 N. 14th Street, Arlington, Va. 22201

STRENGTHENING WORK RELATED EDUCATION AND TRAINING IN THE 1980's THROUGH IMPROVED GUIDANCE PROGRAMS

In the Reauthorization of
Vocational Education Legislation

Nancy Pinson
Norman Gysbers
Harry Drier

Published by
the
National Vocational Guidance Association,
A Division of American Personnel and Guidance Association
and the
Guidance Division of the
American Vocational Association

PREFACE

This joint statement has been prepared to help clarify the importance of quality guidance programs in any national attempt to strengthen and expand work-related education and training. The primary impetus for this paper resulted from the Assistant Secretary of Education for Vocational and Adult Education's request for thoughtful input from concerned individuals and organizations to assist the U.S. Department of Education in developing proposed legislation to reauthorize the federal vocational education effort.

Members of the National Vocational Guidance Association, one of the thirteen divisions of the American Personnel and Guidance Association, and the Guidance Division of the American Vocational Association share the department's recognition of the importance of vocational education. This is especially true because of the Department's commitment to ensuring that quality guidance programs are viewed as critical to the delivery of any program which prepares both youth and adults for their life's occupational pursuits. We believe that only through systematic and developmental guidance will youth and adults be able to realistically decide about their education and work futures as well as take full opportunity of all available options.

This statement is presented on behalf of those persons who are and could be served by quality guidance, counseling, education, and training experiences as well as the Association's 46,000 counseling and guidance personnel. In addition it is hoped that it also speaks indirectly for the thousands of nonmembers who serve as guidance staff in elementary, secondary, postsecondary, and other special learning environments. This statement not only describes important events in the guidance and counseling movement and how guidance programs have demonstrated their effectiveness in meeting national problems and priorities, but it also depicts where guidance programs and staff now exist that could be capitalized on in the future. Finally, it is hoped that this paper makes clear how the guidance community can become key partners in realizing several key national priorities and what legislative actions are needed to enable guidance and counseling personnel to be fully responsive.

Harry Drier
President
National Vocational Guidance Association

Norman Gysbers
Vice President, American Vocational Association
Guidance Division

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THE EFFECTIVE PARTNERSHIP OF GUIDANCE AND VOCATIONAL EDUCATION

Over the past 80 years, our country has undergone substantial change in its occupational, social, and economic structure. Occupational and industrial specialization have increased dramatically. Social structures and social values have changed, becoming more complex and diverse. New and emerging social groups have challenged established groups, demanding equality. People have been on the move, too, from rural to urban areas and back again and from one region of the country to another in search of economic and psychological security.

Guidance: Meeting Needs for 80 Years

As these changes and others were taking place in our society, many organizations and groups of interested and involved citizens established programs and services at national, state, and local levels to help individuals deal effectively with them. Within the educational community, Guidance and Vocational Education personnel have been and continue to be in the forefront of providing such programs and services. Guidance personnel in particular have played key roles in responding to individual and societal needs in times of change. Here are just a few examples:

- In the early 1900's, industrialization was increasing rapidly. Mass immigration was taking place as was urbanization. Schools were highly academic in orientation. Little attention was given to providing occupational skills and even less attention was given to helping individuals make the school to work transition. In response to these conditions, guidance personnel joined with vocational education personnel to change education to make it more related to life and work. Guidance techniques were developed to assist individuals in the transition from school to work.
- In the 1920's and the 1930's extensive work was done to improve the nature and availability of career information. The National Vocational Guidance Association, founded in 1913, established guidelines for quality career information and has subsequently sought to improve the development and dissemination of such information over the ensuing years. Extensive work by professionals in and out of government service in the 1930's and 1940's led to the establishment of many of the career information resources available today.
- During and after World Wars I and II and the Korean and Vietnam conflicts, substantial work was done in aptitude and ability assessment. After each of the World Wars, but particularly World War II, extensive guidance programming was provided to assist returning veterans to take up their lives once again to start afresh.
- In the late 1950's widespread concern was again expressed about the adequacy of our educational system, particularly in science and engineering technology. Again, guidance personnel were called upon to take on a major role in responding to this social mandate.
- During the 1960's and 1970's, social activism escalated. Social programs of many kinds were initiated. Unemployment and underemployment were of particular concern. Guidance

programming including assessment, counseling, career information, placement, follow-up, and follow-through activities was seen by many groups, including the federal government, as a highly legitimate tool in assisting individuals to find employment, stay on the job, and advance in the work world.

This chronology, though brief, illustrates vividly that guidance has been and continues to be a major social program that assists individuals in dealing effectively with their lifelong development including occupational choice and job adjustment. Also it is important to realize that in the past 80 years practitioners have witnessed substantial improvement in the nature, structure, practice, and effectiveness of guidance, partly because of how counselors and other guidance personnel responded to changes in the structure of American society, and partly because of the research and development work of the guidance and counseling profession as a whole. Certain of these changes are cited here:

1. At one time guidance was practiced mainly as a process to help young people make the transition from school to work. Now guidance includes that goal but is much more. Now guidance is a program that assists individuals of all ages and circumstances to live more effective lives and to be more effective citizens.

2. At one time guidance was practiced mainly as an ancillary, crisis-oriented service. Now guidance is understood and practiced as a comprehensive, developmental program, early childhood through the adult years, based on personal and societal needs. Crises and problems are responded to from a developmental perspective.

3. At one time guidance was practiced mainly as a way to assess the aptitude and interests of individuals to assist them in occupational choice making. Now guidance includes that goal and much more. Now guidance is practiced as a program that assists all individuals to develop competencies in self-understanding, interpersonal relations, decision making, goal setting, and planning, so that they are able to make effective life decisions including informed occupational choices.

THE PROVIDERS, SETTINGS, AND EXPECTATIONS OF GUIDANCE PROGRAMS

Guidance has become a major endeavor and element of our nation's educational, employment, training, and numerous community agencies. Systematic and development programs of guidance and in some agencies, counseling programs, serve as the common link between providing occupational training and employment readiness for the eventual transition to and satisfaction in the work place. Guidance programs are operating to varying degrees of completeness in a wide variety of settings. At the secondary level, guidance and career development instructional providers are represented in public and private comprehensive and vocational high schools. At the postsecondary level, vocational programs including guidance are offered by colleges and universities, community and junior colleges, area vocational schools, public and private noncollegiate postsecondary schools, correspondence schools, and correctional facilities, to mention a few. In addition, thousands of professional counselors and guidance personnel are employed through the U.S. Department of Labor's Comprehensive Employment and Training Act (CETA) and by the Employment Service, with offices in the majority of the nation's cities. Table 1 profiles both the type and number of agencies nationally as well as the approximate number of enrollment or clients being served.

Within each of these institutions or agencies professional counselors and a variety of guidance specialists and support staff provide guidance program leadership and services. Table 1 reflects the approximate numbers of staff that typically are available as well as the numbers of clients that require or request guidance and counseling assistance. While the data provided suggests that there is a range of guidance staff available, there is striking evidence to suggest it is not sufficient. One major problem that occurs is the uneven distribution of staff availability in certain settings. As an example, if one were to view the staffing profile and the availability of guidance programs in our nation's 7,000 rural and isolated schools, there would be cause for alarm. It is estimated that in these locations, less than 10 percent of elementary students have access to guidance programs, while at the junior high and high school level less than 40 to 50 percent of these students have access to guidance programs. Furthermore, the staff is often only part-time employees and has little or no budgets specifically for guidance.

In some of our largest states and cities the counselor-student ratios in public schools also is greater than the American Personnel and Guidance Association recommended ratio of one counselor for every 250 students. In a large Midwestern state the ratio at the high school level is 1 to 630. The average of combining the ratios of four of the ten largest cities in the United States would approximate 1 to 740. Additional examples of inadequacy of staff, programs, and resources could be cited in correctional settings, and in a variety of community agencies. When one parallels these facts with the increasing needs of youth and adults who are facing deficiencies in basic skills, dropping out of education before they are prepared, encountering unemployment, lacking employability skills and access to training and work opportunities, it is clear that improved guidance delivery is needed. Guidance programs can be responsive to society's problems and the needs of clients only if they are available on an equitable basis, fully staffed with a competent set of professional and paraprofessional staff.

Table 1

Providers and Recipients of Work-related Education, Training, and Guidance

Settings	Number of Institutions	Enrollments	Counselors and Guidance Specialists
1a. Public Secondary Schools (combination of grades 7-12) 1b. Public and Private Secondary Schools (those that provide vocational training) (1975)	15,179 5,560	13,711,000	61,650 19,686
2. Private Secondary Schools	484	1,400,000	1,220
3. Junior and Middle Schools (public and private)	Covered in 1 & 5	Covered in 1 & 5	8,700
4. Elementary Schools (public and private) (1972)	61,123 public 11,352 private	31,819,000	9,405
5. 2 Year Public Institutions of Higher Education (1975)	925	3,913,000	unknown
6. 4 Year Public Institutions of Higher Education (1975)	561	4,380,000	unknown
7. 2 Year Private Institutions of Higher Education (1978)	249	166,000	unknown
8. 4 Year Private Institutions of Higher Education (1977)	1,395	2,567,000	unknown
9. Public Noncollegiate Postsecondary Schools (1977)	1,865	766,865	unknown
10. Private Nonpostsecondary Schools (1978)	7,982	997,198	unknown
11. Correspondence Schools (private and public) (1975)	106	614,124	unknown
12. State Correctional Facilities (those that provide vocational training) (1978)	553	39838	***
13. CETA Prime Sponsors (1980)	476	3,100,000	unknown
14. Job Service Offices (1978)	2,600	17,000,000*	5,113**
15. Educable Mentally Retarded (1970)	Covered in 1, 2, 3, & 4	Covered in 1, 2, 3, & 4	7,689
16. Area Vocational Schools	1,089	575,000	1,586

Note: Total number of enrollments in vocational programs, 16 Vol 605 (1976, USOE). Most other figures are less dependable.
* 1,265,000 clients received counseling.
** 4,213 full-time, 900 part-time.
*** Counselors are included along with classroom and educational specialists. 5,113 (1976)

Table 2

Primary Emphases of Guidance Programs in Diverse Settings

	Age Level	Self Assessment	Self-Concept	Career Decisions	Career Planning	Career Awareness	Career Exploration	Work Experience	Employability	Coping with Work	Economic Reason	Work Options	Training Options	Job Placement	Follow-through	Job Progression	Special Transitions
1. Elementary Schools	Age 6 to 12	●	●	●	●	●					●	●					
2. Junior and Middle Schools	Age 12 and up	●	●	●	●		●				●	●	●				
3. Secondary Schools	Age 14 and up		●	●	●		●	●	●	●		●	●	●	●		
4. 2 Year Postsecondary Schools	Age 18 and up			●	●			●	●	●		●		●	●	●	
5. 4 Year Institutions of Higher Education	Age 18 and up			●	●			●	●	●		●		●	●	●	
6. Correctional Institutions	Age 14 and up		●	●	●				●	●		●	●	●	●		●
7. CETA	Age 16 and up	●	●	●	●	●	●	●	●	●		●	●	●	●		●
8. Job Service	Age 16 and up	●	●	●	●				●	●		●	●	●	●		●
9. Educable Mentally Retarded	Age 6 and up	●	●			●	●	●	●	●	●	●		●	●		●

It is also important to point out that, in addition to professional counselors, who perform a variety of roles and functions, there is and needs to be available a wide variety of other helping professionals that make up the total guidance program team, such as:

1. Placement specialists
2. Career information specialists
3. Career exploration instructors
4. Career investigation teachers
5. Career advisors
6. Volunteer paraprofessionals
7. Public personnel workers
8. Career center directors
9. Work experience specialists
10. Work study supervisors
11. Career education coordinators

In addition to gaining an understanding of who the providers are and where they work, it also is important to appreciate the primary emphases of their programs. Table 2 depicts these emphases in a sample of nine different settings. Because many skills need to be developmentally learned over many years, it is noted that many of the basic skills and attitudes are taught at all or most age levels. This demonstrates the need for a developmental approach to meeting certain client competency needs as they take on different characteristics over time.

In summary, it is important to note that these program emphases have proven to be most important in meeting many of the major problems facing our nation's youth and adults. It has been demonstrated that when individuals develop a healthy self image, view the future with hope and realism, have the opportunity to test out both educational and work options in a secure environment, they are typically more satisfied with life, and become positive contributors in society.

Given the challenges of the 1980's, and realizing that quality guidance and counseling programs can impact on personal as well as larger social and economic issues, when made available, several changes need to be considered.

What is needed on a national scale is a larger number of highly trained, institutionally supported and effective teams of guidance workers to better assure that all students, agency clientele, and institutionalized individuals have access to the following:

1. A systematic exposure and use of career and labor market information.
2. A developmental sequence of self-awareness, education and work exposures, and options that reflect the individual's interests and life goals and the realities of current and projected opportunities.
3. A continuous exposure to the realization that the basic skills are paramount to life and work success.
4. An opportunity to develop, test out, modify, and participate in a counselor-assisted process of decision making and career planning.
5. A carefully planned exposure to adult work-role models and development of work-related employability skills.
6. Professional assistance during various periods of transition between education to work or work to education.

This approach will demand for individuals, young and old, continual availability of professional and paraprofessional staff providing assistance during their career maturing years in order to prepare them for earning a living through realistic and work-related learning. It will also demand counselors who are available to work with teachers; counselors who assist the parents in their guidance roles; and counselors who spend time constantly with employers, governmental officials, and community agencies. These professionally trained and certified counselors need also to be supported by various specialists, in order to ensure that the quality of guidance is high, provided when needed, and utilizes the best talent, technology, and information available.

WORK-RELATED EDUCATION AND TRAINING: ITS RELATIONSHIP TO NATIONAL CHALLENGES FACED BY THE EDUCATION COMMUNITY

The American Vocational Association (AVA) recently circulated a draft document from which its future recommendations for the reauthorization of the Vocational Education Act will derive much of their substance (October 17, 1980). In that document, AVA identifies seven national concerns it believes vocational education does and could address and suggests six roles it must play in the new legislation if these goals are to be met.

Of particular interest to those within the larger community in which vocational education operates is the briefly treated strategy of "building bridges with other delivery systems." In this key phrase is illustrated the foundation for public credibility and acceptance of any agenda put forth by a single group of educators. If work-related education and training are in fact to be viewed as responsible and responsive solutions to certain of this country's problems, it will be necessary to underscore the participation of other groups in what must ultimately become a collaborative effort to fully activate the energies and talents of its citizens.

As one of those "systems" historically linked to programs capacitating individuals on personal, social, intellectual, and occupational dimensions, the nation's guidance and counseling community is uniquely qualified to speak as a full partner in this effort. The intent of this section, then, will be to address and expand upon the perceived mission of vocational education by translating its impact into individual terms.

The Contribution of Guidance and Counseling to the Goals of Vocational Education

Vocational education's ambitious agenda deserves discussion here. In the cited document, seven global concerns: human development, equality of opportunity, energy conservation and generation, economic development of depressed communities, maintenance of defense capability, productivity and economic revitalization, and full employment are transformed into these six roles it foresees for vocational education practitioners:

- Strengthening depressed communities
- Meeting the nation's need for qualified workers
- Keeping vocational education relevant
- Energy conservation and generation technology
- Responding to client groups needing more services
- Responding to the nation's equity goals

We support the underlying spirit of these objectives; vocational education programs do indeed have something constructive to contribute to a nation newly conscious of its changing position in the world economic order. But we also firmly believe that without providing informed and ethical

guidance to those who will become instrumental to this country's prosperity, we will have failed significantly in our obligation.

In our rush toward the rapid solution of massive social challenges—chief among them structural, demand-deficient, and fractional unemployment—it would be easy to fall victim to a dangerous tunnel vision: that a quantifiable increase in the nation's trained work force will eliminate these problems. History has shown us the cost of such shortsightedness, for it overlooks the essential investments of individual choice, motivation, and perseverance that distinguish the purposeful from the aimless; the productive worker from the alienated laborer; the youth who know themselves, their options, and their capacities from those described (by themselves or others) as "out of skill, out of luck, and out of hope."

As this section documents the contributions that planned guidance and counseling programs can and do make to the objectives shared with vocational educators, it does so from a perspective borne out through more than 60 years of experience with vocational programs and those they serve. Briefly, that perspective is this: no adult knowingly becomes fodder for a larger national purpose without some assurance that this participation will yield meaningful personal, social, or economic returns; no youth considering the two to three years needed to acquire a particular job skill should be expected to persist without confirmation that this training has some real connection to known interests and aptitudes, to a job that can be won on the basis of competence—not race, sex, or handicap, and in the words of many youth today, to a job that goes someplace that the student would like to be. It is from this premise that the following data are organized in response to five of the six tasks defined by vocational education. (Note: the goals of equity and service to client groups with special needs are restated as one task.)

1. Strengthening Depressed Communities (by improving the human condition)

Depressed communities tend to have one or more of the following characteristics: heavy or sparse populations per square mile, high unemployment, low Gross National Product contribution, little or no "new" industry, a large proportion of resident poor. In such locations, there is evidence that guidance and counseling programs can alleviate some of the symptoms associated with these conditions. In brief, when guidance and counseling programs augment the delivery of services for potential or actual dropouts, delinquents, or others alienated from establishment methods or institutions, recidivism rates are lowered, school attendance increases, educational/career goals are more firmly articulated and pursued, and placement rates increase. Further, when these programs use specific approaches, such as peer counseling by indigenous role models, early and continued employer and parent involvement, employability development through career-oriented instruction—they demonstrate consistently high levels of success.

In a Baltimore, Maryland project providing counseling and support services, nondelinquent youth were matched by age and background to predelinquent and potentially delinquent children. It was found that in comparison to a control group, those exposed to this program had a lower rate of recidivism for truancy, runaway, and ungovernability (Mayor's Office of Manpower Resources, 1974).

Male (N=321) and female (N=23) offenders enrolled in adult basic education, general educational development and vocational courses in eight Pennsylvania correctional institutions concluded that a lack of sufficient counseling services was a problem. They ranked career counseling as number one among seven needed services (Lewis & Boyle, 1976).

Gibboney and Associates (1977) studied the Philadelphia Career Intern Program over its two-year pilot stage. This program was targeted to 250 actual/potential school dropouts and emphasized counseling, career planning, classroom learning and work experience. Three age cohorts were matched with controls to determine treatment effects. Distinctions between the groups were found in school recidivism (85 percent of controls dropped out of school versus 33 percent of program participants) and goal setting; i.e., f rther education and training after high school were targeted and realized by 30 percent of male participants and 50 percent of female participants.

In one Chicago school district, a counseling program was designed to improve the self-esteem of students in hopes that it would reduce the number of school dropouts that previously had been shown to average 9.2 percent in the secondary school. It was found that as a result of the individual and group counseling in the program there was a significant reduction in the dropout rate. Because of the success of the secondary school program, a similar but modified counseling approach was instituted in the elementary schools. Among the results were a mean improvement in excess of ten days per semester in attendance, which represented a minimum increase of 4,350 instructional hours for the students involved; 77.4 percent of the pupils improved on a measure of pupil conduct and social adjustment; there was a significant increase in general achievement and in reading among the students involved in the program (Bennett, 1975).

Inner-city male youth served as indigenous role models to youngsters in a Philadelphia day care center. Positive changes in attitude and behavior were observed in the male role models by their montors and teachers. Both these youth and the younger children agreed on the need for increased counseling in the program (Pittman, A. and McWhorter, S., 1974).

In Philadelphia, a counseling service project has been established to provide remedial and preventive services as needed by ESEA Title I eligible children in participating schools. Counselor teams work closely with teachers, principals, and parents in providing psychodiagnostic and counseling services. They share mental health principles and practices (e.g., classroom management, child development) with teachers and parents to enhance the positive development of the children. Counselors also provide crisis intervention services as needed. Results have been as follows: teachers rated the services as "good" or "excellent"; of 378 parents who responded to a questionnaire, 90 percent said that the counselors helped their children; 81 percent of the 54 pupils who completed an individualized learning therapy program gained at least one instructional level (Philadelphia School District, 1976).

New York City schools have also reported similar findings to Philadelphia in their institution of the Auxiliary Services Program. In this program, counseling, remedial math, and remedial reading, as well as high school equivalency study, were combined to focus on the academic achievement of Title I students who were two or more years below grade level. Students participating in these remedial programs showed statistically significant gr wth in achievement (Bertoldi, A.R., 1975).

The technology of job search counseling techniques was followed up with over 3,000 clients in nine major American cities. A consistent finding in the six cities where clients were matched with controls was that two-thirds of the clients instructed were able to find work as opposed to one-third (or less) of the controls. Virtually all of the successful counselees obtained jobs in less than four weeks while controls took 53 or more days to find work (Wegmann, 1979).

Frisby (1979) reports that within the Balance of State of Maryland (nine counties on the Eastern Shore and three Southern Maryland counties), a total of 373 economically disadvantaged in school juniors and seniors are receiving employability development training and work experience. The success of these programs has been attributed to the comprehensive guidance services that have

supported the "hands on" work experience. The emphasis on self-concept development, work and personal values, and on job seeking, finding, and keeping skills has resulted in an overall 75 percent placement rate for these "employable" youth. Frisby credits this placement rate to the identification and subsequent reduction of six barriers to employment: poor work habits, lack of occupational information, poor self-concept, unrealistic aspiration levels, lack of adequate role models, and limited exposure to assessment materials normed on similar groups.

Smith (1980) suggests that the much publicized distinctions between the effectiveness of summer job programs for youth in Baltimore, Maryland and Washington, D.C. might be more correctly attributed to the predominant and visible work force models in each city. In Baltimore, youth see blue-collar workers rewarded by a community undergoing a renaissance of rebuilding, whereas Washington's models are a hidden but known elite of white-collar government workers, for the most part. Washington youth rarely see or hear praise for those who undergird that city, and see no connection between their subsistence-level job assignments and what they perceive as the more desirable "top" jobs in the bureaucracy.

La Bier (1980), a psychoanalyst and researcher, recently completed a study on "Technology, Work, and Character." He observed that traditional psychotherapeutic treatment tends to ignore the debilitating, reciprocal effects of certain work roles upon mental health, and vice versa. The pathology of work: how certain people in certain jobs discover that fundamentally asocial behavior is rewarded by promotion or power; how others become willing victims to a dependency structure requiring their routine humiliation by, if not subjugation to, that first group—illustrates the validity of investing large increments of group counseling services on the work site.

2. Meeting the Nation's Need for (Motivated, Informed, and) Qualified Workers

Qualified workers alone cannot solve this country's work force problems. Motivated, informed, purposeful workers with skill credentials can move more effectively. Documentation that guidance and counseling programs accompanying vocational skill programs render a longer labor market advantage to the graduate persists in the literature. Beneficiaries of this collaboration are more likely to hold onto their jobs, get work more quickly, transfer job skills and objectives to a larger variety of career fields, and remain more attractive to their employers. It has been further demonstrated that counseled graduates of skill training programs are more flexible, optimistic, and open to learning on the work site.

A program of short-term behavioral intervention with families of delinquent males and females was found to significantly increase family interaction and reduce recidivism (Alexander & Parsons, 1973).

A counseling program specifically combined with supportive instruction has been found to be successful in motivating truant, low-income boys back to regular attendance in school (Grala & McCauley, 1976).

Braden (1978) notes two projects in his home state of Kentucky that were designed for high-risk junior high school age youth and for first-time offenders, respectively. "Project Succeed" (Louisville) operates as a school within a school and offers a specialized curriculum emphasizing career education and job preparation, intensive home-school coordination and guidance and counseling. Attributed to counseling services were improvements in attendance and reductions in police and court contacts. "Project Way Out" (Jefferson) fills a service gap between probation and group home supervision for juvenile offenders. Counseling effects were reported by employers of 90 percent of these

graduates as increased dependability and task completion. Later observations showed these youth as "sharply reducing the incidence of offenses requiring detention with substantial gains measured on attitude and self-concept scales administered on the work site."

Berryman (1978) and Miller and Simon (1978) suggest that counseled youth holding their first jobs were more like their "satisfyingly" employed adult counterparts in two areas than were non-counseled youth. Specifically, such youth tend to show lower levels of absenteeism from the job than do non counseled employed youth; expressing similar definitions of what makes a job attractive (opportunity to do something meaningful, a chance for personal growth, and sufficient intellectual stimulation).

In 1978 the University of California, Los Angeles matched experimental and control groups for purposes of studying the effects of intensified career counseling on the vocational maturity of inner-city high school youth. The results of the one-year experiment indicated that controls raised their attitude and competency scores by only one-half of one percentage point, while targeted students showed 20 percent post-treatment gains in both areas. (California State Department of Education, 1978)

Andrisani (1979) and Ellwood (1979) suggest differential effects upon counseled males and females when brief periods of unemployment followed high school tenure. Unsuccessful males were more able to adjust their expectations downward (to minimum wage or below), apply different job search techniques, or even "hold out" for higher wages if they had worked even briefly during high school. Females, on the other hand, were more likely to cease the job hunt entirely, turning to parenthood or continued education as alternatives. Neither group reported decreased self-confidence or negative attitudes toward work.

Mason (1974) has reported a number of studies done in various state offices of the Employment Service focused upon the question: Does counseling help people get jobs? In one study, 10,000 applicants were studied who had received an average of two counseling interviews each during 1972-73 in one of four states: Iowa, Missouri, Utah, or Wisconsin. The study showed that in Missouri and Iowa, the placement rate for counseled applicants was twice that for all applicants serviced. In Missouri, 40 percent of those receiving counseling were placed in jobs compared with only 20 percent of all applicants.

In Wisconsin, the records of a random sample of recent applicants who had received counseling were compared with an equal sample of those who had not. Thirty percent of those counseled were placed compared with 16 percent of those who had not been counseled. It might be noted here as well that the outcomes of this study are particularly important because they refer to counseled applicants who were more difficult to place than those not counseled. In Wisconsin, for example, 64 percent of the counseled applicants had two or more employment barriers (such as being poor, disadvantaged, handicapped, school dropout) as compared with only 28 percent of the group not counseled.

All youth programs established in Orange County, CA reported the need for more counseling, both personal and career. Most barriers to learning and adjustment were found to be non-job skill related. "We need helping adults with the sensitivity and understanding to counsel an alcoholic youngster, a kid who has been busted, or kicked out. These counseling skills are as much in demand as are skills which teach the proper method to hold a hammer, strip a wire, or lay a carpet." (Orange County Manpower Commission, 1978)

Lowell, Massachusetts is one of fifteen sites in the United States where the job search club method is being tested by the U.S. Department of Labor as an alternative to referral of eligibles to traditional CETA programs, skill centers, or to public service employment. Five weeks of intensive

counseling and job inquiry techniques are offered to groups of 10 to 12 individuals at a cost of $5000 per client vs. $4,500 a year for welfare payments, or $10,000 to $20,000 a year for public service job placement. Placement rates for these participants is currently at the 80 percent level, with an estimated savings to local taxpayers of $1.5 million (Pine, 1980).

One program in Missouri which devoted 40 weeks of intensive training to changing self-defeating attitudes into self-confidence as well as having the participants rehearse simulated job interviews resulted in 84.9 percent of the participants obtaining employment. Another related program concentrated on teaching unemployed persons (many of whom had been unemployed for three to ten years) self placement techniques that could facilitate their search for employment. Clients increased skills in writing application letters, preparing resumes, participating in simulated interviews, and assessing past experience. Employment was obtained by 80 percent of the participants (Aiden et al., 1976; Lazarus, 1966).

Philbrick (1975) surveyed the records of the Utah State Bureau of Employment Security for the year 1973-74. He found that those clients receiving counseling services were 57.4 percent more able to find placement than those who did not receive such service. It was also discovered that employability increased with the number of interviews conducted with the client.

NOTE: The February, 1980 Report of the Joint Economic Committee of Congress devoted considerable attention to the employment issue, particularly to the effects upon national productivity of the current high levels of youth unemployment. Three of nine recommendations (numbers 16, 17, and 18) speak particularly to the counseling and information needs of these youth, with emphasis upon "making connections between basic educational skills and future employment opportunities," "identifying and assisting the economically disadvantaged minority youth," and "programs which prevent premature school leaving or provide alternatives to conventional educational methods for school dropouts."

3. Keeping the (Vocational Education) Program Relevant (through the provision of comprehensive guidance and counseling programs)

No educational program can claim relevance without constant study of its currency with those electing it. The assurance that guidance and counseling programs will diligently monitor client needs in vocational programs they choose is self explanatory. One function of an established guidance component is research on current delivery systems: their effectiveness with new target groups, new age groups, new pending problems. Evidence that the presence of guidance and counseling programs increases the likelihood that vocational education can be more responsive to underserved groups is sampled below.

The special career counseling and information needs of adults have become more and more resistant to the systems and technologies designed primarily for youth. Adult advocates point out that this group has less time and place flexibility, greater amounts of work experience, and fairly well entrenched work habits of either a positive or negative nature. The challenge will be to provide vast amounts of localized vs. national career information, opportunities to unlearn nonproductive work behavior, as well as to acquire new job skills--all in settings that do not smack of school or institution based origins (National Center for Educational Brokering, 1980).

There is mounting evidence (Grasso and Shea (a), 1979) that participating females benefit more from vocational education than do males; that vocational education is "better at securing initial job placement than establishing a long-term labor market advantage" (Grasso and

Shea (b); and that vocational education–by itself–can only predict potential access to a third of today's job market (Mangum, 1976). School-based programs combining counseling, job search techniques, remedial education, work experience, and skill training–on the other hand–would not only appear to be better predictors of sustained and satisfying employment for both sexes but would expand job opportunities to 81 percent of the current market.

Design research that attempts to answer the following questions:

a. What are the factors determining an individual's chances in today's labor market?
b. Have federal laws made an appreciable difference in hiring patterns? in actual numbers of job openings?
c. Does the vocational education system that worked once for a white male constituency still work today for black males, white females, black females?

Study is needed on the relationship of guidance services to later job status of vocational graduates, liberal arts graduates, and graduates exposed to career education methods of instruction.

Note 2: Cronin (1980) and Ashenfelter (1976) would probably add three other research questions to this agenda: Why is the current labor market advantage enjoyed by vocational program graduates "limited" to the four years immediately following high school? What will be the longitudinal effects of earlier career exploration programs launched in elementary and middle schools? Why aren't disadvantaged, gifted, or "alienated" students attracted to today's vocational programs?

Richmond (1979), Buzzell and Dentso (1979), Heales (1978), and Conroy (1976) suggest strong guidance elements in vocational programs can counteract the short-lived labor market advantage (about four years) enjoyed by graduates. Specifically, in those programs where counseling was provided prior to, during, and following training, smaller differences existed between male and female earning power; a trend toward electing continuing training and education was observed; measurable improvements were recorded in assertiveness and self image, knowledge of job skill transferability.

Appelbaum and Koppel (1978) and Stephenson (1979) found that work experience during high school tenure, combined with counseling in job interview skills, personal behavior and dress, working with authority figures, and developing job contact networks were significantly associated with securing immediate post high school employment, regardless of vocational skill level.

In one study a group counseling intervention was combined with teaching materials designed to aid students in improving their career maturity and decision-making skills. High school students, both academic and non-academic in orientation, were involved over a ten-week period. As a result of the program, student reported outcomes were that they now knew more about occupational choices (62 percent); could go about getting information (73 percent); could recognize their values and use them in making decisions (76 percent); consider and rank alternatives according to the ones that are best for them (68 percent); could make career decisions (82 percent); and, that they could see that their first and second occupational choices made before the program may not be the best for them (Egner & Jackson, 1978).

A review of educational research conducted by a large state school system showed that when career guidance and counseling services were provided in the nine districts studied to a target group of disadvantaged youth identified in each location, 73 percent of these youth completed their education. Their employers imported their entry job skills as marketable, but gave higher marks to their academic standing and their personal confidence (San Mateo Educational Resources Center, 1979).

Computer based career guidance systems using experimental and control groups of students have shown that targeted youth make larger gains in planfulness, knowledge of career resources, and the costs and risks associated with these options (Myers, R., Lindeman, R., and Thompson, A., 1975).

4. Meeting the Nation's Equity Goals (through a greater responsiveness to target groups needing special programs and services)

Equity in vocational education training opportunities cannot be guaranteed by edict alone. A long and dedicated history of preparation, re-education, and redirection must characterize orientation to this option for skill development. *Pre*vocational counseling and guidance are as important to this effort as are the initiatives characterized by the groundwork done with employers, other teachers, and parents by guidance staff. The minority youth, the handicapped adult, the female or male seeking nontraditional employment need massive intervention and continued support if vocational education is to be an effective alternative. Evidence that guidance and counseling programs do make a difference in achieving genuine parity of access to work as well as training is being accumulated.

Adolescent black males who have been assisted to decide upon vocational objectives have been found to have more positive self concepts than do those who have not (Jones, J.A. et al., 1975).

The tendency of females to cling to traditionally female occupational aspirations persists in spite of isolated examples of pioneering in new careers. Even college women are still studying in traditional areas where jobs are also scarce or low-paid. Kames (1978) studied this apparent regression and found that graduate degrees awarded women between 1960 and 1976 were still largely characterized by female-associated fields of study in which—with the exception of nursing—the job outlook is notoriously poor (education, English and journalism, applied and fine arts, foreign languages and literature, library science). By contrast, Kamer reports that by 1985, 56,000 jobs in engineering will have to be filled by only 49,000 graduates; 17,000 physicians and osteopaths will choose among more than 22,000 openings.

Adolescent mothers receiving twelve months of concentrated counseling in parenting skills agreed to complete a high school or vocational program in a quid pro quo arrangement. Of this group, 65 percent fulfilled their contracts, with 59 percent of these females electing to continue their education in a college setting (Lewis, 1975).

Female students exposed a systematic career guidance class dealing with such topics as values clarification, decision mak g, job satisfaction, sources of occupational information, work-power projections and career planning are found to have greater gains in self knowledge and the relation of self knowledge to occupations, and to engage in a greater number of career planning activities than do students exposed only to individual counseling or to no treatment (Knosh & Grimm, 1976).

Teenage Women in Nontraditional Employment (TWINE) is operated by the Economic Opportunity Board of Clark County, Nevada. TWINE's goal is to familiarize low income teenaged mothers with the skills and tools needed in construction trades and home weatherization, prepare them for apprenticeship tests, and place them in jobs. So far, the young women have completed four home rehabilitation and weatherization projects. Part way through the project there had been 200 apprenticeship placements, two referrals to other programs, and two "non positive" terminations. The most serious problem has been a lack of in depth counseling to overcome the doubts many young women have about their abilities to handle construction jobs. Also, program officials note, many women lose interest in construction jobs when they get firsthand experience of the actual working conditions.

The much publicized influx of refugees, combined with the continuing issue of illegal aliens, may give rise—if not carefully husbanded—to a negative form of nationalism. Fearful of their jobs, Americans will need constant reassurance that these groups do not, historically, cause a drain on state and municipal budgets, make excessive demands on schools, clinics or welfare officials, or fail to ante up with their share of income taxes. The question of jobs is another matter. Evidence at hand does show these groups willing and eager to take on those tasks considered too menial for the average American, a factor that has yet to be analyzed for its impact (Freeman, 1980).

Kane and Frazee (1978) surveyed a national sample of females (N=3,070) enrolled in nontraditional occupational courses in area vocational schools to determine what factors contributed to their choice, persistence, and future plans. Counselors were identified as second only to "mothers" as the most influential support system by these young women.

Lennon (1979) reports on six federally funded programs located in Columbia, Missouri; Westport, Connecticut; Portland, Oregon; Fullerton, California; Syosset, New York; St. Paul, Minnesota. Each focuses on either the handicapped, disadvantaged, or dropout-prone youth of high school age, but all programs are characterized by counselor coordination and management. Final reports issued showed significant gains by participants in areas of school attendance, achievement, socialization, and career planning skills.

Among disadvantaged applicants in Wisconsin, 38 percent of those who had received counseling were placed in jobs whereas none of the "not counseled" were placed. For the handicapped, the story was even more dramatic with 69 percent of those counseled being placed compared with none who received no counseling (Mason, 1974).

Kunce, Miller, and Cope (1974) studied data from across the United States on the effects of counseling on rehabilitation clients. The results of their research indicated that both long-term and short-term counseling contact has advantages in rehabilitation but in differing directions. Long-term interventions tend to correlate with higher salaries among rehabilitants, while short-term contacts tend to lead to more placements among those considered rehabilitated. In addition, it was found that "the percentage of monies allocated for counseling and training tend to favorably influence final salary."

Editor's Note:

Each of the preceding testimonials to counseling effectiveness were drawn from either of two documents prepared by Nancy M. Pinson: *The Contribution of Guidance and Counseling to the Employability of Youth* (NIE/Ed, September, 1980) and *Legislative Perspectives in Youth Employment, Career Education and Career Guidance* (Pennsylvania State University, July 25, 1980). In the former document, Pinson credits Edwin L. Herr (1978, a and b) as the first individual to locate several of the annotations he utilized.

Basic Premises for Guidance Programming

The foregoing section has presented compelling evidence that guidance and counseling programs can achieve certain social as well as individual goals we share in common with our colleagues in vocational education. This next and final section will fully clarify the foundation for a basic redirection of language in the reauthorization of vocational education. It will do so on the basis that guidance and counseling programs must be central, not peripheral, to the delivery of work-related education and training programs—now and in the future. By presenting five basic premises that form the foundation for needed improvements in vocational education legislation, guidance and counseling programs in our schools and institutions can fully assume their crucial role in responding to national priorities.

First, guidance is a program. As a program, it has characteristics similar to other programs in vocational education, including:

a. learner outcomes (competencies) in such areas as self knowledge and interpersonal relations, decision making and planning, and knowledge of life roles including worker and learner roles in the form of a guidance curriculum;
b. activities and processes to assist learners to achieve outcomes such as these;
c. professionaly recognized personnel; and
d. materials and resources.

Second, guidance programs are developmental and comprehensive. They are developmental in that guidance activities must be conducted on a regular and planned basis to assist young people and adults to achieve career development competencies. While immediate and crisis needs of individuals must be met, a major focus of a developmental program is to provide individuals with experiences to help them grow and develop. Guidance programs are comprehensive in that a full range of activities and services are provided including assessment, information, counseling, placement, follow up, and follow through.

Third, guidance programs focus on individuals' competencies not just their deficits. To some, a major focus in guidance is on the problems individuals have and the obstacles they may face. This emphasis is important but it should not be dominant. If it is emphasized in isolation, attention often focuses on what is wrong with individuals, not what is right. Obviously, problems and obstacles need to be identified and remediated, but they should not overshadow the existing or potential competencies of individuals. A major emphasis in guidance and counseling programs should be on helping individuals identify the competencies they already have plus assisting them to develop new competencies.

Fourth, guidance programs are built on a team approach. A comprehensive, developmental program of guidance is based on the assumption that all staff have teachers and administrators who see themselves as being involved rather than thinking it is all up to counselors. At the same time, it should be understood that professionally certified counselors are central to the program as coordinators. In this role, they provide direct services to individuals as well as work in consultative relationships with other members of the guidance team.

Fifth, guidance programs mandate articulation. A basic assumption underlying comprehensive, developmental guidance programming is that there is effective linkage between comprehensive high school guidance programs and those located in area vocational schools and postsecondary institutions. This means that there is program continuity; that those activities begun in the comprehensive high school are carried on, as appropriate, in those area vocational schools and postsecondary institutions. This means that the guidance staffs of these institutions meet together on a regular basis to exchange information and to update their programming as new student needs are identified.

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Dr. GYSBERS. One final point, and I think it relates back to what Nancy was suggesting, that you can see from this that the guidance professionals, whether we are in AVA or APGA, are working together to try to gain the best kind of legislation possible for the young people and adults in this country.

Thank you very much.

[The prepared statement of Dr. Norman Gysbers follows:]

STATEMENT ON BEHALF OF THE AMERICAN VOCATIONAL ASSOCIATION BY DR. NORMAN C. GYSBERS, VICE PRESIDENT, GUIDANCE DIVISION

Mr. Chairman and members of the committee.

It is my pleasure to have the opportunity to share with you my concerns regarding the importance of the Vocational Education Act and particularly the need to include a Vocational Guidance component therein.

I am James Stevens, a high school counselor at West York Area High School in York, Pennsylvania and Immediate Past President of the Pennsylvania School Counselors Association - the only statewide organization devoted to school counseling. It is an honor to be representing the 40,000 professional counselor members of the American Personnel and Guidance Association and its state branch, the Pennsylvania Personnel and Guidance Association.

It has been said frequently that our young people are this nation's greatest natural resource. If we are to nurture and develop that resource, we need to provide the young people in this democracy the opportunity to make free and informed choices regarding their chosen vocation. Well planned and implemented programs of vocational guidance can achieve that goal.

The decade of the 80's, during which our young people will be making career decisions, is changing rapidly. Many of those changes will have an effect on those career decisions.

Family patterns are changing with nearly 23 percent of children spending part of their school years in a single parent home. Changed family patterns often involve a change in the role of work in the family in which influences a child's perception of the work world.

Attitudes toward sex role stereotyping in jobs is also changing. Male secretaries and male nurses are increasing and women are finding it easier

that can be best met, at least in part, through strengthened Vocational Education in general, and strengthened guidance and counseling programs as they are administered by Vocational Education specifically. What are some of these individual needs? They include: a need for youth and adults to sort out and identify who they are in terms of their competencies, interests, attitudes, and aptitudes; a need to develop career planning, goal setting, and decision-making skills; a need to have access to and know how to use, in light of their self-knowledge, up-to-date, accurate national, state, and local educational, career, and labor market information so they can make informed choices; and a need to know how to use placement, follow-up, and follow through resources.

These needs are common across all groups of people, including young people and adults, but they have special significance for disadvantaged youth and adults and for all individuals seeking equity. Thus, as we look to ways to respond to these needs through strengthened Vocational Education, including guidance and counseling programs, we have the dual responsibility of responding to these needs as all individuals experience them and, also, to attend to these needs as they are felt by special needs populations. It also is important to keep in mind that while these needs have been stated in individual terms, these needs can be best understood and responded to in the context of our national needs. There is an interaction among individual needs and national needs that must be understood and appreciated if we are to respond in appropriate ways.

Youth and Adults Need to Develop and Continually Re-evaluate Their Career Identity

Young people and adults need help in developing and continually re-evaluating their career identity. Included in this process is the need to know about who they are in terms of their competencies, interests, attitudes, and aptitudes. This need is not a one time event in the lives of people, but rather a continuing process that is done time after time as new learning experiences take place.

Youth and Adults Need Help in Developing Career Planning, Goal Setting, and Decision-Making Skills

Young people and adults need help in developing career planning, goal

setting, and decision-making skills. Sometimes, it is assumed that all that is necessary is that we give people career and labor market information and they will know how to incorporate it appropriately into their career planning and decision making. It is to state the obvious that these skills are not innate, but are learned. This means they have to be employed in a major way in our educational programs.

Youth and Adults Need Access to and Need to Know About How to Use Career and Labor Market Information Effectively

Youth and adults need access to up-to-date and accurate national, state, and local career and labor market information. They also need help in learning how to use career and labor market information effectively. In addition, they need help in how to relate it to their continually emerging picture of themselves (their career identity) as well as how to incorporate such information into their present and future career planning and decision making so that they can make informed choices. This is critical in light of the rapidly changing nature and structure of work and the work place in this country. It is critical too, because of need for economic revitalization in our country.

Youth and Adults Need Help in Learning How to Use Placement, Follow-up, and Follow Through Resources

Youth and adults need help in learning how to use placement, follow-up, and follow through resources. They need help in preparing for and making the transition from education to work, from work to education, and from education to further education. Sometimes these transitions may require additional support, so follow through and job adjustment activities may be very important.

WHAT SHOULD BE THE FEDERAL ROLE IN RESPONDING TO THESE NEEDS?

I have identified and discussed very briefly, some needs that individuals have that relate very directly to current national needs and that I feel can best be responded to through strengthened Vocational Education in which career guidance and counseling programs are integral and central. The question that faces us now is "What should be the federal role through Vocational Education legislation to respond to these needs and other similar individual and national needs?" Here are three possible roles; I am sure there are others. Please understand, I am not suggesting any priority of one role over the other by my

listing them as one, two, three.

Role One

The first federal role through Vocational Education legislation to strengthen career guidance and counseling programs that I suggest is that of assisting state and local guidance personnel to improve and sustain the capacity of career guidance and counseling programs to keep up-to-date and in tune with individual and national needs and priorities. To improve and sustain the capacity of career guidance and counseling programs, to do this, will require attention to such things as inservice training, staff development, and leadership workshops. It also will require that encouragement be given as well as the way be opened for interchanges among counselors and other guidance personnel, business and industry personnel, government agencies, including the Department of Education and the Department of Labor, as well as their counterparts at the state level, plus, I am sure, many other relevant groups and organizations.

Role Two

Another federal role through Vocational Education legislation to strengthen career guidance and counseling programs that I suggest is to provide the additional and crucial career guidance and counseling programming that may be required to help special needs populations as they are finding their role in society. Special attention also will be required to help all individuals who are striving for equity--equity as a person and as a person particularly in nontraditional occupations.

Role Three

The third federal role through Vocational Education legislation to strengthen career guidance and counseling programs that I suggest is related to the first role but focuses more specifically on the need for career guidance and counseling personnel to keep up-to-date on career and labor market information. Recently, an article in Time Magazine pointed out that there is a shortage of skilled workers in this country. How does information like this get into the hands of career guidance and counseling personnel so they, in turn, can help individuals make informed choices? There are a number of good mechanisms already in place to do this, but they need to be expanded and improved. To me, this is a clear federal role.

WHAT ARE SOME RECOMMENDATIONS FOR LEGISLATION TO RESPOND TO THESE NEEDS AND ROLES?

As the form and language for the reauthorized Vocational Education legislation is being developed, there are a number of recommendations concerning career guidance and counseling programs that need careful consideration. These recommendations are based on the historic and continuing premise that career guidance and counseling programs are integral to the strengthening and improvement of Vocational Education and the employability, job adjustment, and job satisfaction of the nation's work force.

Recommendation One

If career guidance and counseling programs are to meet such individual and societal needs as have been identified, then it is mandatory that the definition of Vocational Education in the proposed legislation include career guidance as an integral and central program. As a program, it has characteristics similar to other programs in Vocational Education, including:

a. learner outcomes (competencies)

b. activities and processes to assist learners to achieve the appropriate outcomes

c. professionally recognized and certified personnel

d. materials and resources

Recommendation Two

A major purpose of federal funds within the Basic State Vocational Grants needs to include provisions for the improvement and expansion of current guidance programs. This includes, but is not limited to:

a. expanding access for all individuals to Vocational Education through improved guidance programs

b. improving guidance programs for students already enrolled in Vocational Education

c. improving guidance programs to assist Vocational Education students make the transition from instruction to work.

Recommendation Three

Additional purposes for federal funds for guidance need to include programs for individuals and community groups in depressed areas, special needs populations, groups seeking equity, and adult employment training. Such programs include, but should not be limited to:

a. career awareness and orientation
b. career decision making
c. career and labor market information
d. placement, follow-up, and follow-through assistance
e. career assessment
f. counseling
g. guidance-based curriculum emphasizing such skills as job-seeking and job-keeping skills, job adjustment, and job-changing skills to adapt to changing individual needs and the changing needs of the labor market.

Recommendation Four

Since guidance is an integral part of Vocational Education, guidance needs to be included in future federal programs of national significance. I recommend that such areas as the following be included:

a. guidance research and development--new techniques, methods, procedures
b. counselor education preservice and inservice training
c. guidance leadership development
d. guidance program improvement.

Recommendation Five

To insure that guidance programs are an integral and central part of Vocational Education, there is a need for state plans to specify how guidance programs are being implemented. This means that guidance personnel need to be directly involved in the development, implementation, and evaluation of the state plan.

At the local level, it is recommended that local plans show how they will meet local needs. Perhaps, needs assessment should be required to find out where the gaps are in guidance programming and then, as a part of the plan, outline the steps to be taken to fill these gaps.

Recommendation Six

At all governmental levels, guidance leadership staff and budget should be of such quality and quantity as is reasonable to sustain the planning, program development, technical assistance, and internal and external relationships essential to effective improvement, extension, and expansion of career guidance and counseling programs.

Recommendation Seven

An additional purpose for federal funds to strengthen guidance programs should be to continue to improve the development and delivery of labor market career information. NOICC and SOICCs are already in place as are a number of career information delivery systems. Previously, a great deal of labor market information available was for planners of education programs. This use is, of course, important. There is another use, however, and that use is with young people and adults so they can become aware of occupational opportunities and then make informed choices educationally and occupationally. This later use has been recognized by leaders in the field for a long time and it is now becoming a reality through projects such as the Improve Career Decision Making Project sponsored by the Department of Labor, the Division of Labor Market Information and the NOICC/SOICC network.

A FINAL POINT

Before I close, I would like your permission to include a document in the record. It is titled "Strengthening Work-Related Education and Training Through Improved Guidance Programs in the 1980's". It is a joint publication of the National Vocational Guidance Association and the Guidance Division of the American Vocational Association. In it are sections describing the effective partnership of guidance and Vocational Education, who the providers of guidance are and where they work, the contributions of guidance to the goals of Vocational Education and to meeting national priorities, and finally, some basic premises for guidance programming.

Thank you for the opportunity to present my views to you. I would be pleased to answer questions now or wait and answer questions during a general question period after the other presentations have been completed.

Mr. KILDEE. Thank you very much. I was commenting to my colleagues up here that this panel is a model of summarizing. I wish more panels would summarize, because we do pore through the written testimony. I commend you for that.

With regard to your analogy of smoking, Dr. Gysbers, I was reminded of Thomas Aquinas, who divided man into intellect and will, and who said that the will was a blind faculty, which had to be fed by intellect. The will is the one that sets our goals, but we have to be informed first, and then we can make that determination. I harken back to my early philosophical studies as a result of your comment there.

I would like to start now with a few questions, and will ask my colleagues for their questions following that.

Dr. Pinson, how will the changes in the Vocational Education Act proposed by H.R. 4974 aid that individual guidance counselor in the performance of his or her work, and what ways will those practitioners then be better able to deliver services to the students as a result of this act?

Dr. PINSON. Thank you for asking that question. A very good one. And it is incumbent on us, all of us here, to know the correct and logical response to that question. Basically, this bill would double the capacity of practicing counselors in school systems and in other institutions serving vocational students.

Because it would literally take a 60-percent increase in the funds and the authority associated without adding any money to the bill itself. To allow these people to move across all programs as opposed to 20 percent of subpart 3, where it is now located.

This particular strengthening of the authority and the salience of the counselor in the delivery of the vocational education would allow that individual and that team of individuals concerned with counseling services to work closely with those people at State, district, and building level to deliver, for example, consumer and homemaking programs, cooperative education programs, work-study, all of the other dimensions in the act which counselors are only peripherally involved at the present time.

What we are saying here is in the institutionalization of the other counselor as part of the vocational education team the act as it is now written somewhat limits the function of the counselor to section 134 and with an amendment that was added to Public Law 94-482, the State agency only had to select one of eight activities to carry out counseling services.

And many States did just that, as opposed to stretching out throughout the act, and offering counseling services to all those people enrolled. I will stop at that point, and if I haven't been responsive, perhaps some other members of the panel can help.

Mr. KILDEE. Apparently what we are really trying to accomplish in our work with you is to try to have this guidance element infused throughout the vocational education program, touching it at certain very critical points.

Dr. PINSON. Right.

Mr. KILDEE. Could you, in elaborating on that answer, describe more fully at what points vocational guidance will be infused?

Dr. PINSON. I think perhaps the major focus would be a return to the basic grant approach. In subpart 3, which is entitled "Program

Improvement and Supportive Services," perhaps Bob Stump can help bear me out on this, the States are actually spending, according to the NIE study, less than 10 percent of their funds on actual program improvement activities.

Thus, the set-aside currently existing in guidance is reduced, and it is not affecting subpart 2, where the major programs are located, nor is it affecting subparts 4, 5, or administration.

With the new bill that you and Congressman Goodling have introduced, guidance would be institutionalized across all the subparts. If we are looking at current law, including administration, in many States today, State agency personnel are being hired out of guidance money. That is basically illegal.

Certainly, that guidance money now as authorized can be spent to hire people at the local level to provide guidance services, but not at the State level. That should come out of administrative money.

In this new plan, that kind of authorization would be allowed, because that set-aside for guidance would apply directly to subparts 2 through 5, including 102(d), which is administration.

Mr. KILDEE. You agree then that infusion would be an appropriate word to describe what we wish to accomplish with the guidance element.

Dr. PINSON. Yes, it would. Infusion is correct. The set-aside, I think, is a function of terminology we are all comfortable with, both on your side of the table and ours, in that we want to be sure that attention is given to the guidance needs of people enrolled in all of these programs, as opposed to one peripheral aspect of the law.

Mr. KILDEE. Dr. Drake, would you like to comment on how some of the changes proposed in this bill might affect the counselors and the counselees in your programs?

Dr. DRAKE. I think that the changes in the act would really allow counselors to more fully get to understand the world of work, the business community, industry and so forth, by first of all emersing them in that kind of a situation, allowing them to better understand what vocational education training is all about.

And as a result, then, they can pass that kind of information along to the students that they work with. I think a natural extension to that, too, will be that many of the kinds of experiences that the vocational guidance counselors will be involved with, perhaps a similar kind of experience can occur for the students they work with, so they have a very good awareness of not only what vocational training programs out there are available, but also they will get to really see the link of what they are doing in school to the world of work in the economy.

Mr. KILDEE. Dr. Gysbers, since you are representing the American Vocational Association, which includes administrators, teachers, counselors, could you tell us whether the AVA will support increasing the percentage of set-aside for guidance?

I ask this because many of the vocational administrators, especially on the State level, have been saying that there are presently too many requirements in many set-asides.

Dr. GYSBERS. I think AVA feels that the set-aside is one mechanism. There are probably other mechanisms that we may want to

consider. One mechanism, for example, would be to make sure that in the definition of vocational education, guidance and counseling programs is very clearly there. So that guidance and counseling programs are spread throughout, as the term was used.

I have not had the chance to see the bill specifically, so I cannot react in terms of the specifics at this point. But, as I say, my understanding is that the AVA is saying that that is one mechanism, there are probably others and there should be some additional discussion on that.

Mr. KILDEE. Mr. Goodling?

Mr. GOODLING. I have two questions that I would like all of you to respond to if you so desire.

Before I get to those two questions, my assistant handed me an article that appeared in the Education USA November 18, 1981 Digest. The heading says, "Coalitions for Business Grants," and the : the second heading is, "And Companies for Teacher Training," and Jay, what I am going to do is to mail it out to all of the chambers in the 19th District, because I think it is touching on what I hope we can bring about and I hope this legislation will move us in that direction.

Let me just point to a couple of things. The article starts out by saying, "Business and industry are as willing to extend their financial and technical support to schools as ever, say two corporate experts. But they are no longer willing to give no-strings money to school boards."

Then he goes on, the gentleman says that establishing ongoing communications with local industry rather than suddenly asking a firm for a grant is the direction to go, and then he cautions, "Remember," he said, "it takes time for large companies to change policies about public relations, and that won't happen overnight."

But let me, talk about a couple of little things that they are doing that I think are also important. A math teacher in Louisville developed a computerized system for numbering parts at Orexnord Plant. A Milwaukee special education teacher streamlined claim processing for a moving van company, and so on.

The crux of it is last summer, about 100 teachers became employees of more than 40 companies throughout the country as part of a special teacher business program. They obviously are not doing it for the money, says Cal Carroller, one of the Milwaukee Orexnord industrial firm, because the average salary for the teacher is only about $6 an hour.

What they are getting is an appreciation of how business works, which is why the chief executive of the company began the program. Teaching students about the work ethic was a dilemma for Ed Nelson, a social studies teacher in another Milwaukee school. But after his summer experience with this company, he can now attempt to explain to his students how business operates in a competitive environment.

Another one pointed out that not only are the teachers learning from the companies, but the companies are also learning alot about the problems facing education.

That would lead me to one of the questions which is going to be very important. Do you think that this legislation could, in some way, encourage the sort of thing that I was just talking about.

Would it give you the flexibility and the opportunity to do the things that were mentioned in this article?

Whoever would like to comment, all or——

Dr. PINSON. Let me begin with the response. But I am sure that our colleagues here at the table would like to add. Yes, I do believe this is true. Interestingly, the fact that the counselor is mobile, perhaps more mobile than the school-based teacher, the counselor, through the training given, even the traditional training, which is limited, but improving, that counselor does move out into the community with more frequency than perhaps the classroom teacher or even the vocational education teacher, who is associated with a laboratory setting.

Part of the counselor's role is to go up and build new coalitions; is to go out and communicate with business and industry. Part of the provision of this bill would allow that counselor that opportunity, and as some of the witnesses this morning have described, those things have already been occurring, interestingly, through other parts of the legislative picture, under career education, under other parts of laws that Bob Stump recommended.

Counselors have met with this community, are beginning to be excited and informed by that community, are getting better at the dialog; are reducing their own jargon tendencies; are paying attention; are learning.

I think the bill does provide for that access. And because the counselor is mobile, and can leave the building, physically, and develop these networks in the community, I think it will happen, and must happen.

Mr. GOODLING. Jay.

Mr. STEVENS. If I could respond to that and add to that, I think one of the problems that the counseling profession faces is the fact that counseling took a tremendous growth during the period when the National Defense Education Act trained; it provided money for training for a lot of counselors.

And enough years have passed by that I think counselors need some retraining to keep up with technology; the computers, word processing, some of the things that Dr. Drake referred to, counselors simply need the opportunity now to get back into learning these things, because they have changed while the counselor has been in his office, and he hasn't had the opportunity to get out and learn them.

Dr. DRAKE. I would like to add to that, as I mentioned in my testimony, we now have our fourth Career Guidance Institute. And we got started in that business through the National Alliance of Business. The Flint Metro Office no longer exists, and fortunately, this year, we were able to find some funding to continue the process because the educators in our community, expecially the counselors, have been demanding that we continue something like that, because they are learning so much.

And I have also had the opportunity of learning about the General Electric educators and industry program. I think those two models can really be joined together, because the National Alliance of Business model has seminars and tours, and the General Electric educators and industry program has a job shadowing experience.

With those three kinds of dimensions, you can really get that counselor out into the business world, talking with the people in the field, and it really opens their eyes. And we just enjoy opening their eyes and then having that kind of information passed along to the students in the schools.

So, it is something that they are really wanting to get involved with, and in fact, as a part of my testimony, I have a four-page summary of some of the actual comments that those participants have stated in the last Career Guidance Institute.

Dr. GYSBERS. I want to second and third and fourth the things that have been said here in response to your question, sir. We too have been conducting at our university, for area counselor and teachers, National Alliance for Business Career Guidance Institutes. We are now doing it on our own, because of the importance of that kind of activity.

And if you wish, I could, too, submit comments and statements on those experiences, because they are very valuable.

And so I could only just say we need to do more of it, our guidance personnel need help in terms of being upgraded and that is one mechanism to do it. Vital.

Mr. KILDEE. If you wish to submit some material like that, we will hold the record open for 2 weeks for that purpose.

Dr. GYSBERS. Thank you very much, sir. I will do so.

Mr. STUMP. One of the other questions that I took the opportunity to ask some of my professional guidance colleagues, while I was doing this work Dr. David was is there anything that you would like to do in terms of a program such as the one that Mr. Goodling has described, that you do not feel that the current legislation permits you to do?

And the response I got almost universally was in terms of the framework of the legislation, they could do almost anything that seemed to make sense in the local community to that school district and those employers.

So to the extent that the legislation under consideration, which I have not had an opportunity to review, allows the local practitioner to continue to do those things that make sense in the local community, I think you will be maintaining the kind of latitude that is beneficial.

In terms of the specific example that you gave, I will go back to the smoking analogy, that a smoker can read and listen to nonsmokers, or exsmokers, about how nice it is not to have that terrible taste in your mouth, and how wonderful it is to be able to taste your food again, once you have stopped smoking.

But until you do it, you don't really know what they are talking about. And I think this is part of what this type of program can do for the guidance counselor. You can read about jobs, read about what it is like to be X, Y or Z professional, but an opportunity such as this to go there, 5 days a week or whatever, and to experience that kind of work setting, which most counselors have not experienced because of their professional career tracks, to have that kind of experience is quite invaluable, and adds a dimension to the help they are able to give to the students.

As far as the employers concerned, they can get to 400 or 500 students by dealing with one counselor. One counselor, spending a

summer in their place, will then affect all those students that he or she comes in contact with.

So the payoff to the employer is perhaps greater than having students only be able to share in the experience on the worksite.

Mr. GOODLING. The legislation, I believe, encourages the kind of thing that you are describing.

Dr. PINSON. Yes.

Mr. GOODLING. My second question, then, is, Dr. Pinson talked about youth initiative, and I agreed with her when she said there has to be a way to get everybody working together. Because the—educational community destroyed that whole possibility for that bill to really get anywhere and do anything.

And it wasn't a case of not being able to get them together. Because all these groups compromised and agreed each night. The problem was that each group then thought, "Well, now, if I go out and get some individual Congressman, I will not only get what I compromised on, but I will get what I had to compromise on for myself."

And of course, the whole thing fell apart.

Unfortunately, it was the educators, then——

Dr. PINSON. Yes.

Mr. GOODLING [continuing]. At the last minute, that we couldn't get together. And one of those groups I don't entertain in my office to this date, they know that I am not interested in what they have to say.

My second question, then, is can you get the vocational guidance community together to accept such an approach as this? Because we are talking about a set-aside. As I mentioned it is nothing new, there are many other set-asides in there. If after you study the legislation, and you think it is good, how successful do you think you will be with the vocational community to be able to pull this thing off?

Dr. PINSON. I would say that would be based on our ability to express to our vocational educator colleagues that we really want to be as accountable for the delivery of good vocational education as they have had to be all these years.

And that we believe vocational education, and that whole enterprise which is a fixed part of this society, and one in which we believe, as counselors, can be improved if we are legitimate offerers of vocational education through vocational guidance. And it is going to depend on our ability to persuade these colleagues that we want to be part of that team.

Mr. GOODLING. Rich was afraid I said vocational guidance community and no, I said, entire vocational. It wouldn't be hard to persuade vocational guidance——

Dr. PINSON. Indeed.

Mr. GOODLING. It is persuading the whole vocational community that——

Dr. PINSON. I don't know, I cannot answer for them here at this table this morning. I would hope that they would see that our long-range objective is to help the people involved in these programs. That we can double the capacity of that service.

Mr. GYSBERS. Representing AVA, I am not here this morning in a position to say one thing or another, but I can say that the guid-

ance personnel within the vocational association, and others are going to work very hard so that we can come with a united front.

Mr. GOODLING. Thank you.

Mr. KILDEE. This is my 17th year in legislative work. To the degree that a group or related groups can come with one voice to a legislative body, to that degree, their chances of success are greatly enhanced.

I think that is something that you work out internally with your fellow educators. I would commend that task to you.

Mr. Erdahl.

Mr. ERDAHL. Thank you, Mr. Chairman.

First off, a general question. Is guidance counseling, or more specifically, is vocational guidance counseling now available for most kids in high school?

I see some heads nodding, but why don't we get it on the record, if that, in fact, is the case? Anybody wish to respond?

Dr. PINSON. Vocational guidance is generally available. That is correct. In a given high school, where most of our counselors who work in schools are located. The same is not true in, say, middle schools, junior highs or elementary schools.

Mr. ERDAHL. That comes to the next question. I assumed that was the case. As a group of professionals, do you advocate that we lock our kids in, because we push them into adulthood too early the way it is? Should there be counseling in elementary school, in the upper grades, or in junior high school?

Dr. PINSON. Indeed. I think one of the most gravely misunderstood premises behind the ideas of career education, of vocational education, and of vocational guidance is that the person from the outside may believe that we are trying to force a choice for life, a career choice for life at a given stage in a person's adolescence. That is far from true.

But the ability to make choices and look at alternatives, and continue to make tentative choices, test them out, rule them out, throw them out, try again, all of that is a function of this system.

So I would say that that would not apply. We are not trying to lock in any young person going through the school system.

Mr. ERDAHL. I didn't mean that you were, but I think in many places in society we do, in a sense, push our kids, and I have several children in that age category of my own. I think it is also well, as you said, that we provide people with options. We, as adults, like options, and I think as we look down the road, we see many times that people will have several careers; some of them quite different.

I was just thinking of looking over the members of this panel. We have our chairman, who I think started out looking at the priesthood; Mr. Goodling, sitting next to him, they are having an intense visit now, got into education; my colleague, Mr. Petri from Wisconsin, into law; I was a farmer for a while. Somehow we all went bad and got into politics.

And so these things change as we go along, and I would trust that—and it is one of the things I am sure you emphasize in dealing with young people—that is, emphasize the real possibility, that they will be involved in several different jobs, vocations, maybe quite different, along life's path.

Dr. GYSBERS. I would just like to comment on that same point that you are making. It is very clear from all kinds of research studies that values and attitudes of young people, children, are formed early, in terms of who they are, what the work world is like, and I think what you tend to find is many young people are occupationally illiterate.

They really know very little about the work world, and sometimes the information they get is incorrect; it is partial. And so there have to be efforts early to deal with that. Not in terms of, as was said, "You are going to this or that at this age." But rather, laying the foundation so that decisionmaking skills, self-knowledge skills, will continue to develop. This is a continuing process.

So the idea of developing skills, of learning about self, that begins very early, and it needs to.

Mr. STEVENS. Mr. Erdahl, the chairman, Mr. Perkins, has addressed that question in another piece of legislation, House bill 1598, the Elementary School Guidance and Counseling Act. One of the problems that I think you are highlighting is the fact that, yes, vocational guidance is very available at the secondary level.

We need to enhance it at the elementary level, because of the developmental needs of children.

Mr. ERDAHL. What you have said brings up another question, Mr. Chairman, if I might. In many high schools, I am aware they have a career day during which people coming from the professions and other occupations come to talk to the kids.

And the question I have is: Does industry utilize people that are trained as guidance counselors, or vocational counselors, who traditionally have been involved in the educational system? I think that there would be a real need for somebody who had a good academic background as a vocational guidance counselor, to be on the payroll of the chamber of commerce, a labor union, a corporation; does this happen?

I ask the question out of ignorance, but maybe you can enlighten me.

Dr. GYSBERS. I can respond to that in part. As a trainer of counselors, we are finding an increasing number of young people being trained as counselors going into business and industry, working as career development specialists. So, yes, business and industry are focusing in on that, because they recognize the need.

Mr. ERDAHL. I think that would be very important. As several of us have mentioned we think this linkage should be put in the minds of young people, connecting their training and the counseling advice that they get with a paycheck, with a job, with a fulfilling experience.

And for some people, I think that is not there. So I think that is moving in the right direction.

Thank you very much. Thanks to all of you for being with us today, and thank you, Mr. Chairman.

Mr. KILDEE. In conjunction with your remark about the panel, many people have heard me say many times that in real life, I was a schoolteacher.

Mr. GOODLING. And in connection with your getting down in the earlier years, one of the most difficult things I had as superintendent was to get elementary teachers to understand that if we are going to give the students an opportunity to make choices and deci-

sions, not only guidance choices or vocational choices, they have to stop this business of constantly lining everybody up and lock stocking them and marching them, et cetera, et cetera. I have had a problem with junior and senior high school teachers doing the same thing. Then we expect students to carry out adult responsibilities and make their own decisions.

And that is difficult to break down, because that is a tradition that has gone on and on and on, since the beginning of time, I suppose.

Mr. ERDAHL. Mr. Chairman, Mr. Goodling, would you yield to a question at that point?

Mr. GOODLING. Sure.

Mr. ERDAHL. Would you respond to a question from your experience, and maybe the panel could respond to this as well. What type of guidance training do teachers receive? For example, people who are teaching math or science. Maybe they are perceived as treading on somebody else's turf, but it seems like that some skills in vocational counseling would be important to teachers in any field.

Mr. GOODLING. Not nearly enough and back in my time, very little, if any.

Dr. PINSON. Right.

Mr. GOODLING. And the only teachers that I found that could do a relatively good job of counseling in the world of work were vocational teachers who had been in the world of work, and are now——

Dr. PINSON. That is correct.

Mr. GOODLING [continuing]. Teaching. That is why, ever since I have been here, I have been trying to get more of this business of how do we get the teachers out into business? I know it is an expense process. Maybe 6 weeks, maybe 2 months. And how also to get industry in the schools. And I would say that perhaps since I have left the field, they are doing a better job, perhaps, in training teachers, so that they know something about the world of work.

But, basically, you know, we grew up as educators. And an awful lot of the 90 credits I had beyond my bachelor's degree didn't do very much to help me talk about the real world to the youngsters who were in front of me. I would be the first to admit it. I hope that has changed, and Doctor, I think you said that there have been a lot of changes in the process.

In fact, you see, when I began in counseling and took my training in counseling, it was all new, and I would be the first to admit that I really didn't get very much of anything. It was sort of a school of hard knocks, and you kind of learned as you went.

I guess the greatest asset I had going for me was that I was different than I am now. I was a good listener. I didn't try to solve the youngsters' problems, I tried to help them bounce them off of me and solve them themselves. And tried to get my counselors to do the same when I became an administrator.

Mr. ERDAHL. Well, Bill, I think you are a good listener and a good explainer, and I thank you for that explanation.

Thank you, Mr. Chairman.

Mr. KILDEE. The panel has been joined by the gentleman from Connecticut, Mr. Ratchford. Do you wish to have questions now?

Mr. RATCHFORD. No, I will read the material, and then join you later.

Mr. KILDEE. Thank you.

Mr. Petri.

Mr. PETRI. I just would like to thank you, as the others have, for being here today, and sharing your perspectives with us.

I wonder if someone could in a word give the argument or the reason for having a set-aside for vocational counseling, as opposed to allowing flexibility and competition at the local level between the various demands on the funds available, since there would be no increase in funds.

Dr. PINSON. That is a tough and good question. Let me try to answer it, and urge the panel to join me if they wish to.

Before 1976, any provision of guidance and counseling services was based on situational ethics. States could or could not provide counseling services as they wished. The combined State, local and Federal assistance to the vocational education student, prior to 1976, in guidance was less than 3 percent, according to a GAO report.

Because of that, when this Congress began to work on the reauthorization which resulted in the amendments of 1976, data had shown that the student need was there, that the set-aside could no longer be situational or ethically based, so it was a moral decision made back there, but these kids and these young adults really needed guidance services.

We had to place somewhere in the law where attention would be given to this. Thus was born the set-aside. We have, as I have reported earlier in my testimony, we have found that because of an amendment to Public Law 94-482, we have found that many States have elected only one area out of a possible eight options they had to use their 20-percent set-aside.

Moreover, 20 percent of 10 would be far less than the 4 percent currently authorized. Would be something like 1, or 1.3.

This provision would request the State to take from the top appropriation for each of the State broker programs. Six percent, at least, to focus on guidance services for those enrolled in those particular State programs.

Mr. PETRI. What gives us superior wisdom, as opposed to the administrators or the people at the State level in telling them how to spend their money?

Dr. PINSON. Again, the wisdom is based on some 60 years of professional experience, and finally, the ability among ourselves to agree that what would be most effective was to present evidence that guidance and counseling does work, and does make a difference.

Some of the attachments upon our testimony here to provide that hard data, showing that if counseling is present in these programs, vocational education graduates do achieve a greater placement rate, are more satisfied in their work, and enjoy a longer labor market advantage.

And that is about where I am, and I hope I have been responsive, Congressman.

Mr. PETRI. You have.

Dr. PINSON. Thank you.

Mr. PETRI. I had one other area, and I don't know if anyone on the panel might help me in this. It is not directly related to the

particular legislation we have been discussing, but it is, I think, related to your area of professional concern. And that is that I have observed on visits to the job service offices, and other such agencies in my own State of Wisconsin, that we do have a program within the borders of our State which enables these agencies to inform people who are in the job market of employment opportunities in various parts of the State, but beyond the borders of their particular community or county.

This is on microfiche, but it probably will quickly be on computer terminal. And it occurred to me that whereas formerly this sort of thing might have been technically possible, but probably would not have been bureaucratically or administratively possible on a national level, that now it may well be that it is possible to have some sort of national job market service. We know that we have vast differences in employment conditions in different regions of our country.

Our chairman for today's area is one of considerable unemployment, but if you go to Texas and California and even the Boston area, you discover zero or very low unemployment and a great searching and reaching out for people with various skills.

And yet to put one together with the other is a problem, and that might be something that would be a service that we could provide at the national level. Is that being provided; do you sense a need for something of that sort; or do you think we are getting ahead of ourselves to think in those terms yet? Has it been done on an experimental basis? Could you share with me the thinking of your profession, as to whether this is an area in which we ought to have hearings and try to make a contribution? If we do it, and they are months behind, we are just fooling ourselves, and hiring a few more people over at the Labor Department.

But if it can be done on an on-line current basis, so that somebody can get in his car and drive down to Texas and not just discover that the job was filled 6 months ago, it would be worth, perhaps, an investment of Federal resources.

Dr. GYSBERS. Let me comment on that if I may, and I am sure other members will comment, too. Your State happens to be a State that has an excellent system. The State occupation information coordinating committee, and the career information delivery system——

Mr. PETRI. But it is just within the borders of our State. There is no reason it has to be accepted that the Federal Government has never done anything.

Dr. GYSBERS. But it also is connected, in a sense, to other States as well, through the national occupational information coordinating committee. So, there is a mechanism. In addition, your State was one of the pilot States for the improved career decisionmaking project, in which groups of counselors mixed among school, rehabilitation counselors, employment service counselors, and so forth, were involved in workshops over five different periods during the summer, to receive training in labor market and career information.

So, your comment about the need for that is a very real one. It is being done, but it needs to be improved. It needs to be continued and expanded so that we can deliver better, more accurate, more

up-to-date information. And the connection among States is a very important one, so that people in Wisconsin can look at other possibilities and vice versa.

Mr. PETRI. Well, I notice in the private market, larger companies, particularly if they have a number of jobs to fill, will place ads on a nationwide basis, so that the Milwaukee paper will carry ads from some outfit down in Texas saying skilled welders needed, or this sort of thing.

And I think through labor organizations, unions, hiring hall channels, and this sort of thing, it probably is being done as well. My question was really whether the mechanism did exist on the bureaucratic or governmental level, or whether you could really do anything better or more comprehensive than is already being done in the private market?

There is no point in our just duplicating what is being done and doing it a day late and a dollar short, so to speak.

Dr. DRAKE. I would like to add to that. With the advent of word and information processing that is occurring, and our economy is essentially changing from a product-base to an information-base economy and society, the technology is there right now.

And if the proper mechanism were set up, this kind of thing that you are describing is not only very real, but it could be very valuable. So I think as we look and we see the technology there, and the experiences that people have had with it, along the basis that Dr. Gysbers has described, that I think would be an important area to really move toward in the future.

Mr. PETRI. We know that the airlines can tell you on an on-time basis whether there is a seat on any plane in the country at any particular time, so we certainly should be able to know if a job is open or not.

Dr. DRAKE. That is correct.

Mr. GOODLING. Would the gentleman yield?

I wanted to respond, just a bit, to your first question, why the need for the set-aside. I am not necessarily wedded to the whole idea of a set-aside. You can voluntarily bring about a change that I think has to take place. At the present time, so much of the emphasis is on skills for trade and industry.

And the whole component of career guidance is very critical is left out. Two things then can happen when that part is left out of the equation. No. 1, we probably are getting an awful lot of youngsters being pushed blindly into a field where they are not going to either be successful or happy.

Or second, they themselves may go blindly in that direction because of peer pressure or because of something at home, et cetera, et cetera.

So I think if you can find a way to voluntarily get them to do this kind of thing, and link the two together, then we would be successful. We haven't been successful at voluntarily getting them to do that kind of thing anywhere in the country.

And that is why I think you have so many misplaced and dissatisfied young people in the world of work, because they haven't linked the two components. They are skilled to do something, but it probably was not their bag, and they shouldn't have gone in that direction.

Mr. KILDEE. In my experience both as a teacher for 10 years, and a lawmaker for 17 years, I have noticed regularly that when schools find themselves in some type of financial bind, an area like counseling is more likely to suffer than other areas.

So for that reason, we have tried to shelter guidance and counseling in some way, in a reasonable and practical manner.

Mr. GOODLING. May I make one other statement? For, Jay, now when I send these out to the chambers in the three counties, then I am sure you know somebody in the other two counties, but counselors then should be picking up this initiative, because if we can get them excited in the private sector, then, of course, we have to make sure that somebody coordinates it. It sure isn't going to be me.

Mr. STEVENS. I agree with you, and that certainly should not be a problem. The president of the Hanover Chamber is a counselor.

Mr. GOODLING. Yes. As a matter of fact. But you have got to get up to Cumberland and Adams, then, also.

Mr. STEVENS. We can work on that.

Mr. KILDEE. Dr. Pinson, how would the changes that we propose for the age groups and the distribution of funds for those age groups better meet the needs of the preadolescent students?

Dr. PINSON. Congressman, the changes I think are fundamental to the whole piece of legislation you have offered. Essentially, you have redefined the right of the preadolescent to also have exploratory experiences. To extend the definition of the postsecondary school student, beyond what might be the traditional age of 18 to 23, we have basically changed age groups because that is a reflection of the real world out there, the adult learner we see as the age of 35 to mortality.

The postsecondary school student could be within range of 18 to 65 or older, but we have broken postsecondary and adult apart.

Essentially, what we are asking the vocational community to consider joining us on is the increased allocation for the person between 18 and 65, attention to the person below 17, down as far as the age of 11, where preadolescents should have some opportunity to explore what is out there, to look at some of the work values, work ethics, and so forth, out in the real world of work, before they make any locked-in decisions.

So we have essentially described the consuming population of vocational education differently but realistically based on what we have seen happening out in the field.

Mr. KILDEE. Speaking of an 11-year-old, I have an 11-year-old who has mastered the Rubik's cube. and is wondering what he wants to do with his life. Very frustrating when you are sitting downstairs at night trying to get just one side of the Rubik's cube the same color, and your 11-year-old upstairs has got the whole cube mastered.

Dr. PINSON. Yes, yes, yes.

Mr. KILDEE. Dr. Drake, what would you consider to be the youngest age at which a student could benefit from a vocational guidance experience?

Dr. DRAKE. I think that when a student enters elementary school, that they, first of all, are coming into the society of that school, and they should start experiencing at least to a minimal

degree, some vocational guidance. First of all, to be aware of who they are as a person, a self-awareness. And then, very quickly followed by what kinds of vocational and career options there are available to them.

And what that means in terms of a lifestyle. Because these kinds of things can be integrated right into an elementary curriculum as well as in secondary schools. So, I think when they get to school, that that would be the age for them to be first introduced to vocational guidance.

Mr. KILDEE. There we could find a link between vocational education, and career education.

Dr. DRAKE. That is correct.

But allowing the student to know that there is such a thing as vocational education, that they can get involved with some prevocational programs and some vocational programs, and they can start to see these kinds of options unfolding before them. So even in elementary schools, I don't think that is too early to make them aware of that.

Mr. KILDEE. With a certain degree of provincial pride, I would like to ask you if you could tell us something about the Michigan occupational informational system that you mentioned in your testimony. I, about 12 years ago, helped Al Mallory of Genesee Intermediate School District get the first State funding for development of that local component.

Could you tell how it assists the students, and how it is used?

Mr. DRAKE. Yes, very definitely. We use both systems. The Michigan occupational information system is an information retrieval system, computerized version, and a microfiche version. And it basically has six different files, one of them being the occupational file, another one being a school and college file, and so forth.

So basically, with that system students can retrieve information, occupational, educational, types of information to help them with their career decisionmaking and planning. The educational and career exploration system, which we referred to, is a career counseling system. And this is more than an information retrieval system, it actually allows the students to look at their work and personal values, and integrate those work and personal values into making an occupational choice, teaching them how to look at different options for decisionmaking, and then taking them into developing a career plan via using the computer, along with counselors in group experiences to come out with a verified career plan.

So, MOIS provides information, you can retrieve it from that, the EC's program goes further. It is a career counseling system, using the computer. It gets into not only exploration but involves through a structured process a decisionmaking experience, as well as a career planning experience.

Mr. KILDEE. Are there any further questions for people in the panel? Any closing remarks, anyone?

Dr. PINSON. May I thank members of this committee and members of your staff. I look up there and I see friends. I look up there and I see people who believe in education. We are honored to have been here this morning, and thank you for letting us talk with you.

Mr. KILDEE. Thank you very much.

The committee will now stand adjourned.

[Whereupon, at 11:25 a.m., the subcommittee was adjourned.]